

TRANSPORT COMMITTEE

**MEETING TO BE HELD AT 11.00 AM ON FRIDAY 24 FEBRUARY 2017
AT WELLINGTON HOUSE, 40-50 WELLINGTON STREET, LEEDS**

A G E N D A

- 1. APOLOGIES FOR ABSENCE**
- 2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS**
- 3. EXEMPT INFORMATION – POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC**
- 4. MINUTES OF THE MEETING OF THE TRANSPORT COMMITTEE HELD ON 9 DECEMBER 2016 (pages 5 - 14)**

Copy attached.
- 5. WEST YORKSHIRE TRANSPORT STRATEGY PUBLIC CONSULTATION REPORT (pages 15 – 42)**

To consider the attached report.
- 6. BUS STRATEGY (pages 43 – 50)**

To consider the attached report.
- 7. WEST YORKSHIRE LOW EMISSION STRATEGY 2016-2021 (pages 51 – 128)**

To consider the attached report.
- 8. HS2 CONSULTATION RESPONSE (pages 129 – 140)**

To consider the attached report.

**9. TRANSPORT STRATEGY IMPLEMENTATION PLAN 3 – LTP INTEGRATED TRANSPORT BLOCK PROGRAMME
(pages 141 – 148)**

To consider the attached report.

**10. LTP APPROVALS - LTP QUARTERLY PAYMENTS
(pages 151 – 160)**

To consider the attached report.

**11. LTP CAPITAL SPENDING AND PROJECT APPROVALS: SMARTCARD AND INFORMATION PROGRAMME
(pages 161 – 166)**

To consider the attached report.

**12. DECEMBER 2017 RAIL TIMETABLE CHANGES
(pages 167 – 194)**

To consider the attached report.

**13. CITY REGION TRANSPORT UPDATE
(pages 195 – 202)**

To consider the attached report.

**14. TRANSPORT COMMITTEE 2017 TIMELINE
(pages 203 – 206)**

To consider the attached report.

**15. BUS SERVICES WORKING GROUP UPDATE
(pages 207 – 208)**

To consider the attached report.

Minutes

**16. MINUTES OF THE MEETINGS OF THE DISTRICT CONSULTATION
SUB-COMMITTEES HELD ON:-**

- (a) Calderdale - 10 January 2017 (pages 209 - 214)**
- (b) Kirklees - 11 January 2017 (pages 215 - 220)**
- (c) Bradford - 13 January 2017 (pages 221 - 226)**
- (d) Leeds - 16 January 2017 (pages 227 - 230)**
- (e) Wakefield - 19 January 2017 (pages 231 - 235)**

Copy attached.

Signed:

A handwritten signature in black ink, consisting of the letters 'BSM' in a stylized, cursive font. A horizontal line is drawn underneath the signature.

WYCA Managing Director

ITEM 4

**MINUTES OF THE MEETING OF THE
TRANSPORT COMMITTEE
HELD ON FRIDAY 9 DECEMBER 2016 IN WELLINGTON HOUSE, LEEDS**

Present: Councillor K Wakefield (Chair)

WYCA Transport Committee:

Cllr Martyn Bolt
Cllr Neil Buckley
Cllr Peter Caffrey
Cllr Eric Firth
Cllr Abid Hussain
Cllr Hassan Khan
Cllr Glynn Lloyd
Cllr Mick Lyons
Cllr Marielle O'Neill
Cllr Andrew Pinnock
Cllr Rebecca Poulsen
Cllr Dan Sutherland
Cllr Kevin Swift
Cllr Christine Towler

In Attendance:

Cllr Peter McBride (Kirklees)
Cllr Richard Lewis (Leeds)
Ben Still (WYCA)
Angela Taylor (WYCA)
Dave Pearson (WYCA)
Dave Haskins (WYCA)
James Nutter (WYCA)
Angie Shearon (WYCA)

33. Apologies for Absence

Apologies for absence were received from Councillors Tim Swift, Taj Salam, Ian Gillies, Barry Collins and Denise Jeffery.

34. Declarations of Disclosable Pecuniary Interests

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

35. Exempt Information – Possible Exclusion of the Press and Public

Resolved: That in accordance with paragraph 3 of Part 1 of Schedule 12A to the

Local Government Act 1972, the public be excluded from the meeting during consideration of Agenda Item 15 on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information and for the reasons set out in the report that in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

36. Minutes of the meeting of the Transport Committee held on 14 October 2016

Resolved: That the minutes of the Transport Committee held on 14 October 2016 be approved and signed by the Chair.

37. Transport and Bus Strategies Consultation

The Committee considered a report which summarised the initial analysis and conclusions from the 14 week public consultation period on the draft West Yorkshire Transport Strategy and draft West Yorkshire Bus Strategy.

Members were pleased to note that from the consultation feedback it was clear that there was strong support for the Strategies from the public and stakeholders. It was proposed to hold a workshop in January 2017 involving members of the Transport Committee and Portfolio Holders in order to consider the analysis of the consultation responses in detail and the next steps in respect of adopting the two strategies. The final version of the strategy documents would be recommended to WYCA for consideration and adoption once the Transport Committee are satisfied with them.

Resolved:

- (i) That the initial headline analysis of the Transport and Bus Strategy consultations be noted.
- (ii) That a member working group be held on 23 January 2017 to consider the full findings of the consultation feedback.

38. Leeds Transport Strategy – Post NGT Funding

The Committee considered a report on the post NGT funding and the development of the Leeds Transport Strategy and the scope of the initiatives to be included within the Strategic Outline Case (SOC).

Following the Department for Transport's (DfT) announcement that they were to make available to WYCA the £173.5m funding previously earmarked for the NGT project for public transport improvements in Leeds, Leeds City Council and WYCA had been working closely together on the development of a new Leeds Transport Strategy, informed by a major transport consultation in the city. Members discussed details of the transport initiatives which it was proposed that the £173.5m would be

used to fund, and which formed the Strategic Outline Case (SOC) submission to the DfT, including:

- Development of three new rail stations to serve Leeds Bradford Airport, Thorpe Park and the White Rose Centre.
- 2,000 additional park and ride spaces.

It was reported that, subject to approval from the Transport Committee and Leeds City Council's Executive Board on 14 December, the Strategic Outline Case would be submitted to the DfT in mid-December to enable them to consider the submission and reach a decision to proceed by March 2017.

Members also discussed developments with the broader Leeds Transport Strategy, a copy of which had been circulated to the Committee following publication on 6 December of Leeds City Council's Executive Board report (attached at Appendix 2 to the report). It was noted that WYCA and Leeds City Council were in ongoing dialogue with bus operators to secure a package of proposals involving investment by them in vehicles, fares, ticketing and route network. An agreement had already been reached with the First Group, and heads of terms were appended to the report, which would see additional investment of £71m to provide 284 brand new, comfortable and environmentally clean buses with free wi-fi and contactless payments.

Members welcomed the proposals for the city, acknowledging that consultation was ongoing to build evidence for the case to improve public transport links and infrastructure across the whole of the City Region and agreed that cross-party dialogue on the proposals should continue.

Resolved:

- (i) That the development of the Leeds Transport Strategy be noted.
- (ii) That the scope of initiatives to be included within the Strategic Outline Case submission to the Department for Transport be endorsed.

39. Transport Strategy Implementation Plan – LTP Integrated Transport Block

The Committee considered a report on the preparation of a Transport Strategy Implementation Plan for the period 2017-2022.

The report provided an overview of Local Transport Plan funding from DfT in the form of capital funding through 2 block allocations – Integrated Transport (IT) and Highways Maintenance (HM). Members noted that it was proposed to now deliver the Transport Strategy through 4 five-year Implementation Plans as opposed to the previous IP period of 3 years with the first of these (IP3) covering the period 2014-22. Work had already commenced on developing the IT block funded element of IP3 and funding priorities had been identified. An indicative programme for IP3 setting

out seven proposed programme areas, and indicative percentage allocations of funding to each programme area, was detailed in Appendix A of report.

Members discussed the importance of tackling air quality and pollution by reducing vehicle emissions.

A further report would be submitted to the Transport Committee on 25 February 2017 seeking approval of a detailed IP3 programme.

Resolved:

- (i) That the commencement of work to prepare a Transport Strategy Implementation Plan for the period 2017-2022 be noted.
- (ii) That the priorities for funding and indicative allocations as set out in the submitted report be noted.
- (iii) That a conference be arranged to take place in early 2017 to explore measures to improve air quality and consider the West Yorkshire Low Emissions Strategy, and that experts from the District Councils be invited to take part.

40. Smart Transactions and Information – Next Steps

The Committee considered a report which provided an update on progress with the Smartcard and Information Programme.

The report provided a detailed update on progress with the development of smart transactions and real time information and identified how they supported WYCA's wider policies. Members were pleased to note the progress made in expanding the range of smartcard ticket products introducing a 'Pay as you Go' product and a new on-line customer service portal. The next stage in the development of smart transactions would include in 2017 the introduction of a "capping" approach to Pay as you Go, similar to the Oyster card scheme, and the capability for MCard customers to buy and renew their ticket products on line.

It was reported that contractors had been appointed to provide a new 'back office' real time system and that arrangements were in hand to update the signs at larger bus stops in 2017 and to renew those at smaller bus stops. Additionally, audio announcements would be available to customers with sight impairment triggered by a smartphone app.

The next stages of both schemes would require further capital funding approvals to be included in the 2017/18 programme and would be considered at the next meeting.

Resolved:

- (i) That the progress made to date on the development of smart transactions and real time information be noted.
- (iv) That the next steps outlined in the submitted report be endorsed as consistent with the Authority's policies with regard to economic growth.
- (v) That members be provided with a timeline indicating the next steps in development of smart transactions against which progress could be measured.

41. East Coast Main Line Priorities

The Committee considered a report which set out the WYCA's proposed priorities for services and infrastructure on the East Coast Main Line.

The report provided details of the strategic planning work-streams which were shaping options and choices about the future requirements of, and investment priorities for, the ECML including:

- The development of Northern Powerhouse Rail and HS2.
- The work of the East Coast Main Line Authorities Consortium (of which WYCA is a member).
- Long term planning process – the East Coast Route Study.
- The Hendy Review of Control Period 5 railway investment, and short term service plans and priorities of train operating companies.

Members considered 6 priorities for WYCA to pursue working with Transport for the North, HS2, Network Rail and the wider rail industry. The priorities which were set out in paragraph 2.20 of the report were in line with, and built upon, those of the Consortium of East Coast Main Line Authorities. Members also discussed the collective benefits which could be realised from the Local Enterprise Partnerships working together to add weight to the case for investment in the ECML.

Resolved: That the proposed East Coast Main Line priorities as outlined in paragraph 2.20 of the submitted report be endorsed.

42. Transport for the North : Freight and Logistics Update

The Committee considered a report which provided an update on current Transport for the North activity relating to freight and logistics.

The Committee discussed the Freight and Logistics Report published in September 2016 which provided a good understanding of the baseline position of the freight

and logistics sector in the North set in a national context. Suggested interventions to strengthen the network were detailed in paragraph 2.5 of the report. Members discussed the various ways of moving freight including road, rail and water and the use of inland ports. It was noted that a number of freight priorities were to be investigated further in order to develop a coherent message to underpin TfN infrastructure proposals including:

- Skills – training, centres of excellence, future needs.
- Workforce profile – labour mobility, serving demand.
- Last mile – enabling a seamless, reliable end-to-end journey.

Members noted that TfN was undertaking further work, as detailed in paragraph 2.13, to develop an understanding of the issues and the main conclusions of that work would feed into TfN's Strategic Transport Plan which was due to initially report in Spring 2017.

Resolved:

- (i) That the updates provided in the submitted report be noted.
- (ii) That a report be prepared for a future meeting covering the LCR freight and logistics perspective, including issues affecting the 'last mile'.
- (iii) That TfN's officer contact on freight be invited to attend the next meeting of the Committee.

43. Transport Levy Policy Options

The Committee considered a report which provided information on the policy options that drive the expenditure on transport budgets within the WYCA.

In recognition of the severe budgetary constraints on local authorities and the need to ensure expenditure was targeted in the most effective way, members discussed in detail the transport levy and how WYCA spends that levy. The report set out a number of policy options available to reduce expenditure including changes to concessionary travel, tendered bus services and passenger information. Portfolio Holders had taken part in a workshop session on 15 November to consider the options available for reducing expenditure and input from the session had been fed into the submitted report. It was noted that work was currently underway to understand the implications of changing policies in relation to tendered bus services.

Members were assured that WYCA were looking at making savings within the organisation before making any cuts which would impact on the public.

It was reported that, at its meeting on 1 December, WYCA had considered a full budget report and options for reducing expenditure ahead of WYCA's meeting scheduled for 2 February at which the budget would need to be agreed.

Resolved: That the policy options available to influence transport expenditure be noted.

44. City Region Transport Update

The Committee considered a report which provided a detailed update on the following:

Bus Service Bill

Members were provided with an update on the current position with the progress of the Bill through the parliamentary process and input from the WYCA.

Bus 18

It was reported that WYCA and the leading bus operators had reached agreement on a protocol for bus service changes aimed at providing network stability.

ECO Stars

The report provided an update on the launch in West Yorkshire of the ECO stars fleet accreditation scheme, the purpose of which was to promote sound environmental practice and improved vehicle emission standards.

West Yorkshire Low Emission Strategy

It was reported that the District Councils were currently seeking to adopt the West Yorkshire Low Emission Strategy and a full report setting out the transport implications would be reported to a future meeting.

Statutory Ticketing Scheme

Members were provided with an update on progress with implementation of the statutory ticketing scheme which would compel bus operators to accept multi operator/multi modal tickets and the implications of Transport for the North powers.

Concessionary Fares – issue of eligibility passes

The reported provided an update on the move to renewal of concessionary passes on-line and new arrangements for assessment of eligibility of disabled people.

City Connect

Members were provided with an update on the first phase of the programme, including completion of the eastern section of the Cycle Superhighway to Seacroft and maintenance arrangements. Members discussed the consultation strategy and the absence of a Calderdale to Kirklees link.

Large Majors Fund bids

Members were disappointed to note that bids to the Large Majors Fund for the North Kirklees Orbital Road and York Outer Ring Road schemes had been unsuccessful and requested further information.

Resolved:

- (i) That the updates provided in the submitted report be noted.
- (ii) That members be provided with an explanation of why the North Kirklees Orbital Road and York Outer Ring Road schemes had been unsuccessful in the Large Majors Fund bidding process.

45. District Consultation Sub Committees

The Committee considered a report on a review which had been undertaken of the current format of the District Consultation Sub Committees (DCSCs).

It was reported that the review had been undertaken in order to determine whether the DCSCs provided the most effective and efficient forum for consulting with members of the public on public transport matters. Appendix 1 provided a detailed summary of WYCA's approach to consultation, background on the format of the current DCSCs and legislative provisions together with 3 options for the future of the sub-committees which members were asked to consider.

Resolved:

- (i) That the current District Consultation Sub Committees remain as advisory sub-committees of the Transport Committee and that no amendments be made to their terms of reference.
- (ii) That the Director, Transport Services be delegated authority, in consultation with the Chair of the relevant District Consultation Sub Committee, to appoint additional public representatives to each District Consultation Sub Committee with the appointment process targeting recruitment through disability user groups, younger people's forums and other equality and community groups in addition to appointment through the standard recruitment process.
- (iii) That, with effect from the start of the 2017/18 municipal year, an open forum session be held after each meeting of a District Consultation Sub Committee.

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

Resolved:

- (i) That the minutes of the meeting of the Leeds District Consultation Sub-Committee held on 10 October 2016 be approved.
- (ii) That the minutes of the meeting of the Calderdale District Consultation Sub-Committee held on 11 October 2016 be approved.
- (iii) That the minutes of the meeting of the Kirklees District Consultation Sub-Committee held on 12 October 2016 be approved.
- (iv) That the minutes of the meeting of the Wakefield District Consultation Sub-Committee held on 20 October 2016 be approved.
- (v) That the minutes of the meeting of the Bradford District Consultation Sub-Committee held on 21 October 2016 be approved.

***47. Sale of Land : Low Moor Station**

The Committee considered a report which sought formal approval to the disposal of a parcel of freehold land at Low Moor to Network Rail Infrastructure Limited for the construction and operation of a new rail station in Low Moor.

Resolved: That the disposal of the parcel of land to Network Rail for the construction and operation of a new railway station at Low Moor be approved.

Director: Rob Norreys, Director
Policy, Strategy & Communications
Author: Steve Heckley, Planning
Manager



ITEM 5

Report to: Transport Committee

Date: 24 February 2017

Subject: West Yorkshire Transport Strategy Public Consultation Report

1. Purpose

- 1.1. To consider responses from public and stakeholder consultation on the draft West Yorkshire Transport Strategy.
- 1.2. To review the outputs of the workshop held with Transport Committee and Portfolio Holders on 23 January 2017 to consider consultation responses, and provide a further opportunity to comment on required amendments to the Transport Strategy.
- 1.3. To seek approval for the next steps of finalising the Transport Strategy prior to adoption by the Combined Authority. Following adoption, to endorse that further work is needed to define how the policies can best be delivered.

2. Information

Background

- 2.1. The West Yorkshire Combined Authority is developing, with West Yorkshire Local Authorities, a new, long term Transport Strategy. The Transport Strategy is a necessary first step in providing a high level statement of Transport policy which will provide the framework for the further development of detailed strategy and investment plans by WYCA and the West Yorkshire partners.
- 2.2. An initial round of consultation in 2015 (reported to Transport Committee in June 2015) sought comment on the overall direction and headline themes of the Strategy.
- 2.3. In summer 2016, WYCA undertook a second round of more detailed consultation with the public and stakeholders on a draft Strategy, including a set of policy proposals endorsed by Transport Committee prior to public consultation. This consultation took place over 14 weeks from May to October.

- 2.4. Consultation on the Transport Strategy was carried out simultaneously with the West Yorkshire Bus Strategy public consultation (which is the subject of a separate report as Item 6 to this meeting) and Leeds City Council's 'Leeds Conversation'. In total nearly 13,000 responses were received across the three consultations on transport objectives and improvements. There were 1,711 responses to the West Yorkshire Transport Strategy consultation.
- 2.5 Transport Committee at its December 2016 meeting, considered initial headline analysis of the Transport Strategy consultation responses including the number of respondents, demographic and travel characteristics and an overview of comments. Transport Committee agreed to hold a member working group in January 2017 to consider the full findings of the consultation feedback.
- 2.6 The Transport Strategy consultation sought responses from the public and stakeholders on:
- Level of support for 28 detailed policy proposals arranged under 5 core themes and a cross cutting theme;
 - Suggestions for how performance in delivery should be measured;
 - General comments on the strategy
- 2.7 Independent analysis was undertaken of all consultation responses received, including completed questionnaires, letters, emails and workshop notes. Responses were invited from individuals and organisations/representative groups. The Executive Summary of the report of analysis is attached as Appendix A. The full report will be published on the Your Travel Your Say website (www.westyorks-ca.gov.uk/ytys/).
- 2.8 The report provides analysis of:
- Respondent demographics & travel characteristics (Exec. Summary pages 6-9)
 - Individuals support for policy proposals (Exec. Summary pages 10-11)
 - Groups support for policy proposals (Exec. Summary pages 16-17)
 - General comments (Exec. Summary pages 18-20)
 - Suggestions for measuring performance (Exec. Summary page 21)
- 2.9 The response rates to this consultation are low compared to population, but higher than previous strategy based consultations. Local scheme consultations can receive high response levels, but it is more difficult to engage the public on longer term, regional policy. The response rates to this consultation demonstrates the attempts to extend the scale and reach of consultation. The consultation methodology was described in the December 2016 report to Transport Committee.
- 2.10 Analysis of the demographic profile of respondents compared to 2011 census data for West Yorkshire suggests the Transport Strategy sample of respondents included:
- over-representation of respondents in the 45-64 age bracket
 - under-representation of those aged under 25;
 - a larger proportion of men responding to the consultation than might be expected;

- a lower proportion of residents from a BME background than might be expected.

2.11 Comparison of the respondents' choice of transport for travel to work compared to census travel to work data is not straightforward as the Transport Strategy and census asked different questions. The Transport Strategy allowed respondents to identify a number of modes (that better reflects real life situations) whereas the census only allows for one response to the question of "how do you usually travel to work?". The following analysis should therefore be treated with caution, but it suggests that the Transport Strategy sample of respondents may feature:

- under-representation of car drivers i.e. Consultation responses identified 44% drove a car 4-5 days per week, when census data shows 63% are car drivers. (Car passengers data was broadly the same);
- over-representation of bus users i.e. Consultation responses identified 21.5% use a bus 4-5 days per week to commute, when census data shows 11.1% of the population use a bus;
- over-representation of train users i.e. Consultation responses identified 14.4% use a train 4-5 days per week to commute, when census data shows 3.7% of the population use a train;
- over-representation of cyclists i.e. Transport Strategy responses identified 10.5% use a cycle 4-5 days per week to commute, when census data shows 1.3% of the population use a cycle;
- over-representation of motorcyclists i.e. Consultation responses identified 8.2% used a motorcycle 4-5 days per week to commute, when census data shows 0.6% of the population use a motorcycle.

Implications of the consultation

2.12 The draft Transport Strategy included 28 policy proposals and contained within these was a total of 57 detailed statements. Each of these detailed policy statements was the subject of a consultation question. The consultation sought a response in respect of Strongly Support, Support, Neither Support or Disagree, Disagree and Strongly Disagree. For the purpose of reporting the consultants have combined Strongly Support and Support, and Strongly Disagree and Disagree to demonstrate the level of agreement with a particular detailed policy statements. Responses were sought from both individuals and organisations/representative groups.

2.13 The analysis shows high levels of agreement across most policy statements from both individuals and groups, with the highest levels in the 80% to 90% range. The consultation report shows that of the 57 policy statements, only two received low levels of agreement (below 50%) in the individual survey and four statements below 50% in the group survey.

2.14 Policy statements which received the highest and lowest levels of agreement were as follows;

Highest Level of Agreement			
Individuals		Groups	
Proactively maintain the road network	91%	Cheaper travel through smart ticketing	98%
Build-in sustainable travel access to new developments	91%	Improve transport hubs with better integration	98%
Improve rail and bus stations	90%	Build in sustainable travel access to new developments	96%
Provide high quality rail travel standards; and; Improve existing rail services	89%	Improve rail and bus stations	96%
Use technology to improve travel information	87%	Safe cycle and walking routes	94%
Lowest Level of Agreement			
Individuals		Groups	
Implement a HS2 Yorkshire Hub station masterplan	47%	Implement a HS2 Yorkshire hub station masterplan	45%
		Intermediate stop on NPHR between Leeds and Manchester	43%
Explore funding options like road user charging, workplace parking levy	38%	Improve motorway capacity and efficiency	38%
		Provide new roads to developments	34%

- 2.15 There were some differences in responses from the West Yorkshire Districts;
- **Bradford** (12% of respondents) – Higher levels of agreement with maximising funding contributions from developers to transport improvements and investing in training and promotion for healthy, active travel;
 - **Calderdale** (13% of respondents) – Higher levels of agreement with rail electrification and upgrades;
 - **Kirklees** (17% of respondents) – Higher levels of agreement for road network proposals (e.g. road improvement schemes, a jointly managed Key Route Network, improving motorway capacity) and an intermediate West Yorkshire stop on the Northern Powerhouse Rail network;
 - **Leeds** (44% of respondents) - Higher support for rail improvements, for Clean Air Zone implementation and Using Devolution powers for local funding control.
 - **Wakefield** (9% of respondents) – Higher levels of agreement with road improvement schemes and improved safety and parking facilities for Power Two Wheelers.
- 2.16 The consultation received a number of comments in relation to the broader ambitions and narrative of the strategy:

- Improved clarity and language (plain English) and better emphasis of key priorities;
- Refine/rationalise the number of policy proposals and statements, towards key objectives
- Be more ambitious in respect of cycling, air quality, highways, public transport, and technology
- Set more challenging targets than the interim targets offered for e.g. Mode Share/Mode Shift.

2.17 The workshop held with Transport Committee and Portfolio Holders on 23 January 2017 to consider the consultation responses make the following recommendations to strengthen the Strategy:

- Transport punctuality/reliability should be key ambition for transport in both the short and long term;
- Reference objectives and outputs from the on-going work on the Leeds City Region Metro Study to strengthen the One System Core theme;
- Highlight the importance of improving public transport provision on key corridors
- Air Quality – Strengthen ambition to improve air quality;
- Places – need to be more ambitious on the investment proposals and actions;
- Prioritise actions to improve the safety and security of public transport travel (e.g. waiting environment) especially for public transport to appeal to younger demographics;
- Emphasise the importance of improving the customer experience in influencing public transport image and perception.

Next Steps towards adoption of the Transport Strategy

- 2.18 Given the levels of support for the general approach and specific policy proposals it is not proposed to fundamentally change the draft policy framework the document sets out but to update it in highlight of the feedback above.
- 2.19 Subject to additional comment from the Transport Committee, it is intended that the Transport Strategy will be amended to report to the first available meeting of Transport Committee in the municipal year, for endorsement.
- 2.20 Once Transport Committee is satisfied with the final version of the Strategy, the strategy will be brought to the Combined Authority, at the earliest opportunity in 2017, with a recommendation to adopt.
- 2.21 Further work will be necessary to develop the policies and to set out how they could be delivered and implemented. Further reports will be made to Transport Committee to agree a programme and seek input to this work, which may include developing the detail by:

- Specific modes of transport e.g. Rail, Active travel, freight (Cycle and Walking) etc
- Theme e.g. Air Quality etc
- Geographic area.

2.22 On publishing the Transport Strategy, the document will be used to influence national, regional and local decisions.

3. Financial Implications

3.1. There are no financial implications as a result of this report.

4. Legal Implications

4.1. There are no legal implications as a result of this report.

5. Staffing Implications

5.1. The further work to finalise the West Yorkshire Transport Strategy will be undertaken using existing staff resources. The staffing implications of the policy development further will be considered as part of developing the work programme.

6. Consultees

6.1. None as a result of this report

7. Recommendations

7.1. That the Transport Committee review the Transport Strategy Consultation Report and its conclusions and provide any additional comments.

7.2. That subject to additional comment from the Transport Committee, the Transport Strategy is amended and brought to a future meeting of the Transport Committee for endorsement and recommendation to Combined Authority to adopt.

7.3. Following adoption, to endorse that further work is needed to define how the policies can best be delivered through the development of a fuller strategy and action plan.

8. Background Documents

8.1. West Yorkshire Transport Strategy Public Consultation Report Full Report – AECOM consultants.



Independent Analysis of the **West Yorkshire Transport Strategy Consultation Responses**

Phase 2 Consultation 2016 – DRAFT REPORT

16 January 2017

Quality information

Prepared by

Thomasin Stuart
Associate Director

Checked by

Thomasin Stuart
Associate Director

Approved by

Christine Johnson
Associate Director

Revision History

Revision	Revision date	Details	Authorized	Name	Position
V2	9 th December 2016	Revisions following client comments	TS	T Stuart	Associate Director
V3	21 st December 2016	Revisions following client comments	TS	T Stuart	Associate Director
V4	16 th January	Revisions following comments	TS	T Stuart	Associate Director

Distribution List

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Executive Summary

This report provides independent analysis undertaken by AECOM of the consultation programme on the West Yorkshire Combined Authority's Draft Transport Strategy.

This report identifies key findings and headlines from analysis of Phase 2 consultation responses and highlights differences depending on demographics, as well as individual and group responses.

Introduction

West Yorkshire Combined Authority (WYCA) is developing a long term Transport Strategy for West Yorkshire. The document is proposed as a twenty year vision and statement of policy and strategy for developing a modern, high class, integrated transport system which supports the Leeds City Region Enterprise Partnership's Strategic Economic Plan for sustained and healthy economic growth, especially for jobs and housing.

The new Transport Strategy will update the current West Yorkshire Local Transport Plan adopted in 2011, and will set out a step change in the quality and performance of the transport system within West Yorkshire and its connections with the rest of the UK.

WYCA believes that by investing in radically improved transport infrastructure and services, it can deliver the transport connections that businesses and people require and create attractive places in which to invest, work and live.

As part of the strategy development process, WYCA devised a consultation programme to gain feedback from individuals and key stakeholder groups.

An initial Phase 1 of consultation ran between March and September 2015 and incorporated a number of thematic workshops, as well as a public consultation questionnaire. The Phase 1 consultation sought comment on the high level direction of the strategy and a number of core principles intended to give shape and focus to the strategy – These core principles were then amended in light of responses received and developed further through work with stakeholders to produce a set of detailed policy proposals for further consultation.

Phase 2 of the consultation ran for 14 weeks between 18 July and 21 October 2016 and was aligned to run concurrently with consultation on the detail of the West Yorkshire Bus Strategy – and marketed widely to the public as 'Your Travel, Your Say'.

The Phase 2 consultation methods included interactive and digital based initiatives, public drop-in sessions, workshops, and one-to-one meetings with key stakeholders. The approach was designed to ensure that anyone who wished to take part could do so in a range of formats: paper, electronically or face-to-face. In total there were 1,710 responses.

This Executive Summary summarises the Report's findings. Chapter 3 of the Full Report sets out the detailed analysis of individual members of the public. Chapters 4 and 5 provide analysis of responses from Stakeholder groups or organisations. Chapter 6 identifies Equality and Disability issues.

Overall, individual respondents and organisations were generally happy with the majority of policy proposals and there appears a mandate to continue with the proposed Transport Strategy.

Methods

- A website (www.yourtravelyoursay.co.uk) was created by WYCA for this consultation, and for on-going engagement throughout the future strategy building and implementation process.
- 80 drop-in sessions were held across West Yorkshire to promote the consultation and engage bus users and non-bus users.
- Stakeholders were identified and contacted throughout the consultation period inviting them to attend workshops, 1-2-1 meetings or participate by submitting their consolidated views in a questionnaire (NB this questionnaire was slightly different to the one completed by members of the public).



Media Communications

Media communications were supported internally by public relations officers who met regularly to update the on-going media plan. Regular press releases were provided to all major local press, and social media campaigns ran throughout the consultation period. Drop-in sessions were advertised daily with the 'Your Travel, Your Say' dedicated social media (Twitter and Facebook) profiles, and through the existing more established profiles of WYCA, Metro and the LEP. District Council Officers and elected members were also contacted to provide additional social media support by engaging their profiles to promote drop-in sessions in their areas. Funded social media promotions were used to target demographics which were noted to be comparatively underrepresented during the consultation process.

Posters, digital displays, and flyers, were distributed and displayed across West Yorkshire by operators on their bus vehicles, on real-time displays at bus stops and at train stations, and on bus shelters.

Consultation Materials

A summary document of the draft strategy was developed as an accompanying, accessible information source to help participants be informed when completing the questionnaire. Paper prints of the summary documents and questionnaires were art-worked up by Our Agency (external design company) and produced for distribution at the drop-in sessions.

Credit-card sized takeaways were printed with online details of how to take part in the consultation. These were produced for distribution to promote online participation and to hand out at busy intersections and transport hubs to passing commuters.

yourtravelyoursay
make it your business

Have your say on the future of transport in West Yorkshire.
Consultation on Transport and Bus Strategies
From 18 July - 21 October 2016.

To find out more and complete our online survey, please visit:
www.yourtravelyoursay.co.uk
scan the QR code, come to one of our local drop in sessions,
or pick up a survey from your Bus Station Travel Centre.

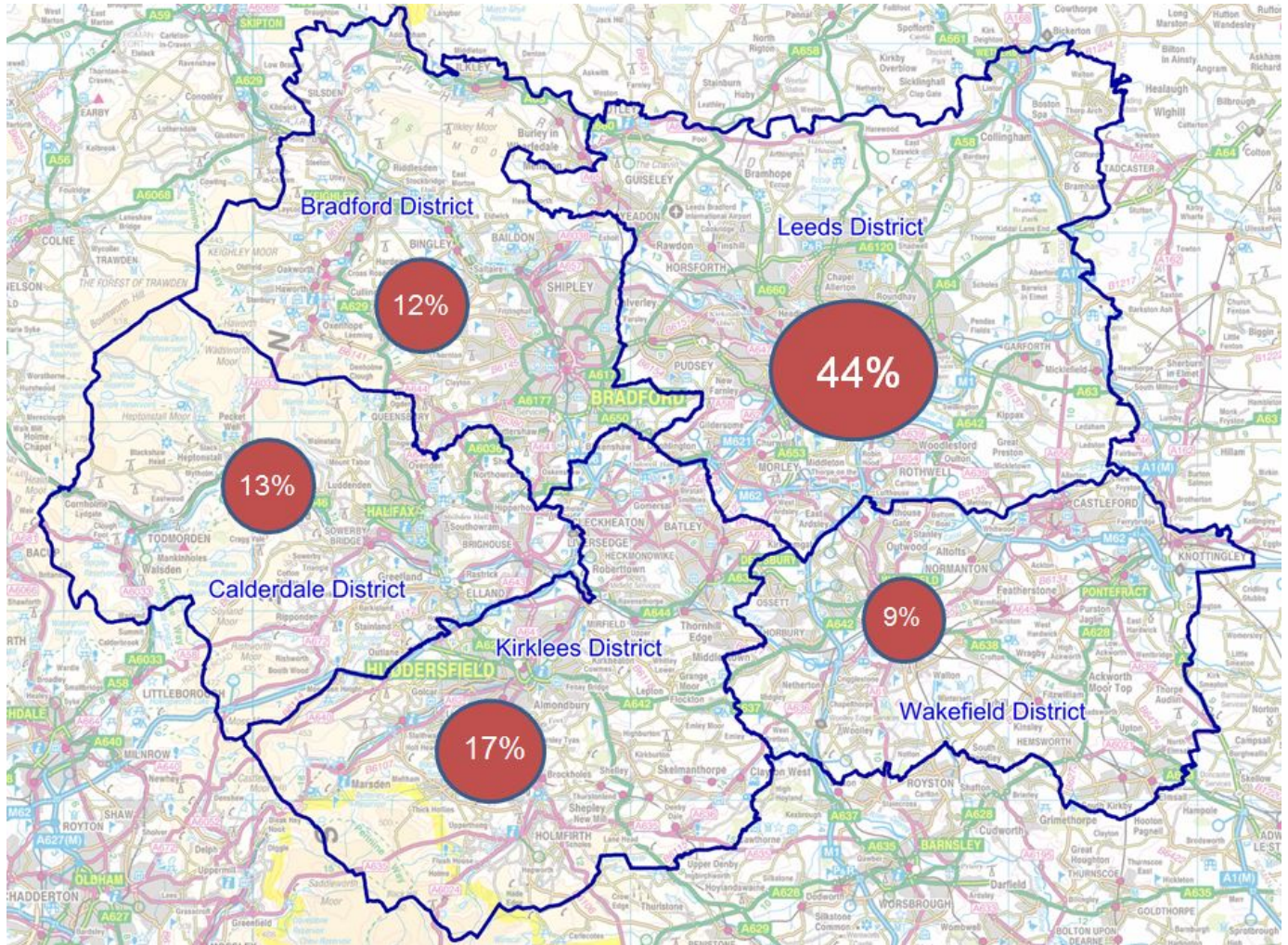
Twitter: @yourtravelyoursay
Facebook: yourtravelyoursay

LEP
WEST YORKSHIRE
COMBINED AUTHORITY
METRO

Response

In total 1710 responses were received to the public consultation (this includes questionnaires, group responses and additional comments received by letter and email).

Figure 1: Home postcode of respondents

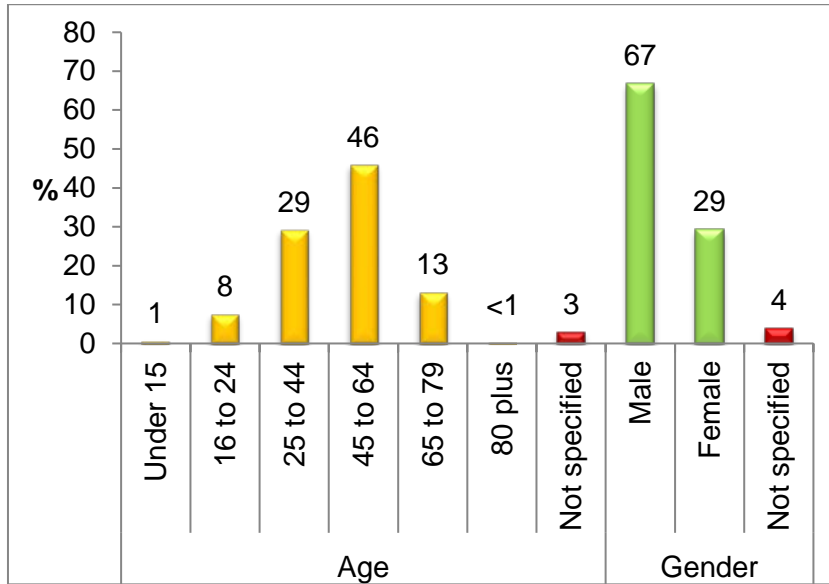


NB 19% of respondents did not provide a postcode. Of those that did 6% lived outside of West Yorkshire

Individual Questionnaire

1596 individuals completed the individual survey.













Figure 2: Respondent Demographics



Base: 1596 (all respondents)

- 67% of respondents were male.
- 59% were aged 45 and above.
- 9% were aged 24 years and below.
- 15% stated they had a disability or limiting long term illness.
- 3% said they were from a Black or Minority Ethnic background.

Figure 3: Modes of Transport Used

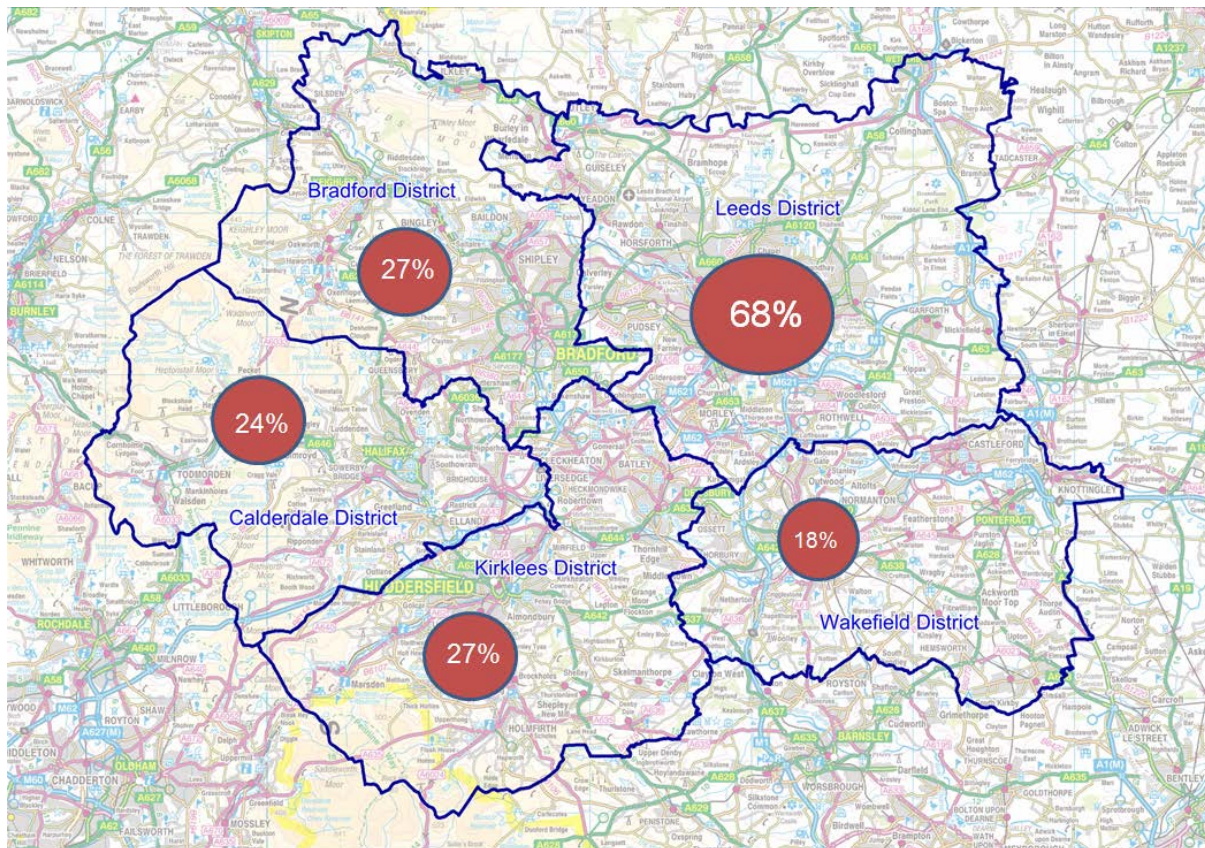
Mode	4+ days a week	3 or less days a week	Never
 Walk (20+ minutes/ day)	58%	37%	5%
 Car driver	47%	34%	20%
 Bus	22%	67%	11%
 Rail	15%	80%	5%
 Car passenger	11%	78%	11%
 Cycle	11%	39%	50%
 Motorcycle	11%	10%	79%
 Lorry/ van	2%	10%	89%
 Taxi	1%	5%	94%
 Community Transport	0%	78%	22%
 Access Bus	0%	4%	96%
 Other	0%	4%	97%

Base: respondents who answered: Walk (1539); Car driver (1509); Bus (1550); Rail (1555); Car passenger (1380); Cycle (1482); Motorcycle (1461); Lorry/ van (1434); Taxi (1471); Community Transport (1438); AccessBus (1429); Other (1167)

The modes used most frequently (four days a week or more) were:

- Car driver (47%).
- Bus (22%).
- Rail (15%).
- Car passenger (11%).
- Bicycle (11%).
- Motorcycle (11%).

Figure 4: Area of Interest



NB Respondents could specify more than one area of interest

Respondents had an interest in the following geographical areas:

- Leeds (68%).
- Kirklees and Bradford (27%).

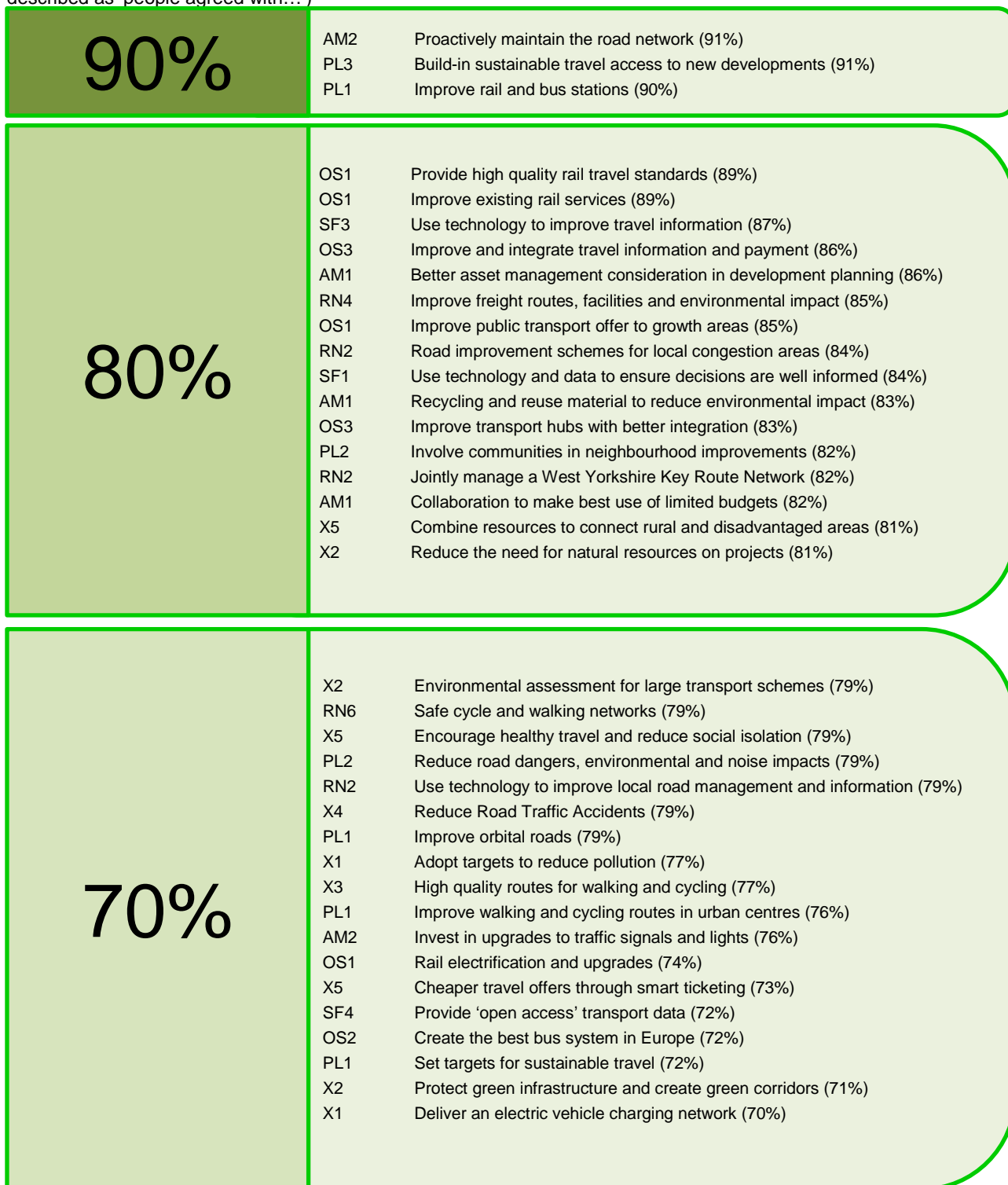
Respondents had an interest in the following modes of transport:

- Rail (65%).
- Bus (52%).

Respondents to the consultation were asked to identify their level of agreement with 57 statements aligned with draft policy proposals contained in the Transport Strategy, from Agree (Strongly Agree, Agree), Neither Agree or Disagree, to Disagree (Disagree, Strongly Disagree). Figure 5 shows the proportion of respondents to the individual survey who strongly agreed or agreed with each policy proposal.

Figure 5: Level of agreement with policy proposals: Individual questionnaire

(NB Where at least 50% of respondents said they agreed or strongly agreed with a proposed policy, the policy has been described as 'people agreed with...')



60%

- RN3 Provide new and expanded park and ride sites (68%)
- F3 More transport contributions from developers (68%)
- SF3 Ensure travel information is accessible to all (65%)
- F1 Align investment plans with other agencies (65%)
- X1 Introduce a Clean Air Zone in Leeds (64%)
- RN1 Improve motorway capacity and efficiency (64%)
- RN7 Improve Powered Two Wheeler safety and parking facilities (63%)
- F1 Use Devolution powers for greater local funding control (63%)
- X3 Training and promotion for health and active transport (60%)
- SF1 Joint Road Network Management and Communications Centre (60%)

50%

- X4 Safety cameras to reduce vehicle accidents (58%)
- SF2 Develop a 'mobility as a service' payment system (57%)
- RN2 Prioritise different vehicles on some roads to reflect place (57%)
- RN5 Improve taxi facilities and environmental impact (54%)
- RN3 Provide new roads to development sites (54%)
- AM3 Leverage additional funding for asset management (54%)
- F3 Raise more private sector funding (53%)
- OS1 Intermediate stop on NPHR between Leeds and Manchester (53%)

<50%

- OS1 Implement a HS2 Yorkshire Hub station masterplan (47%)
- F2 Explore funding options like road user charging, workplace parking levy (38%)

Equalities and disabilities

Figure 6 below shows where agreement (strongly agree and agree) is higher than other groups regarding the transport strategy, depending on demographic groups.

Figure 6: Key Differences in response by demographic group

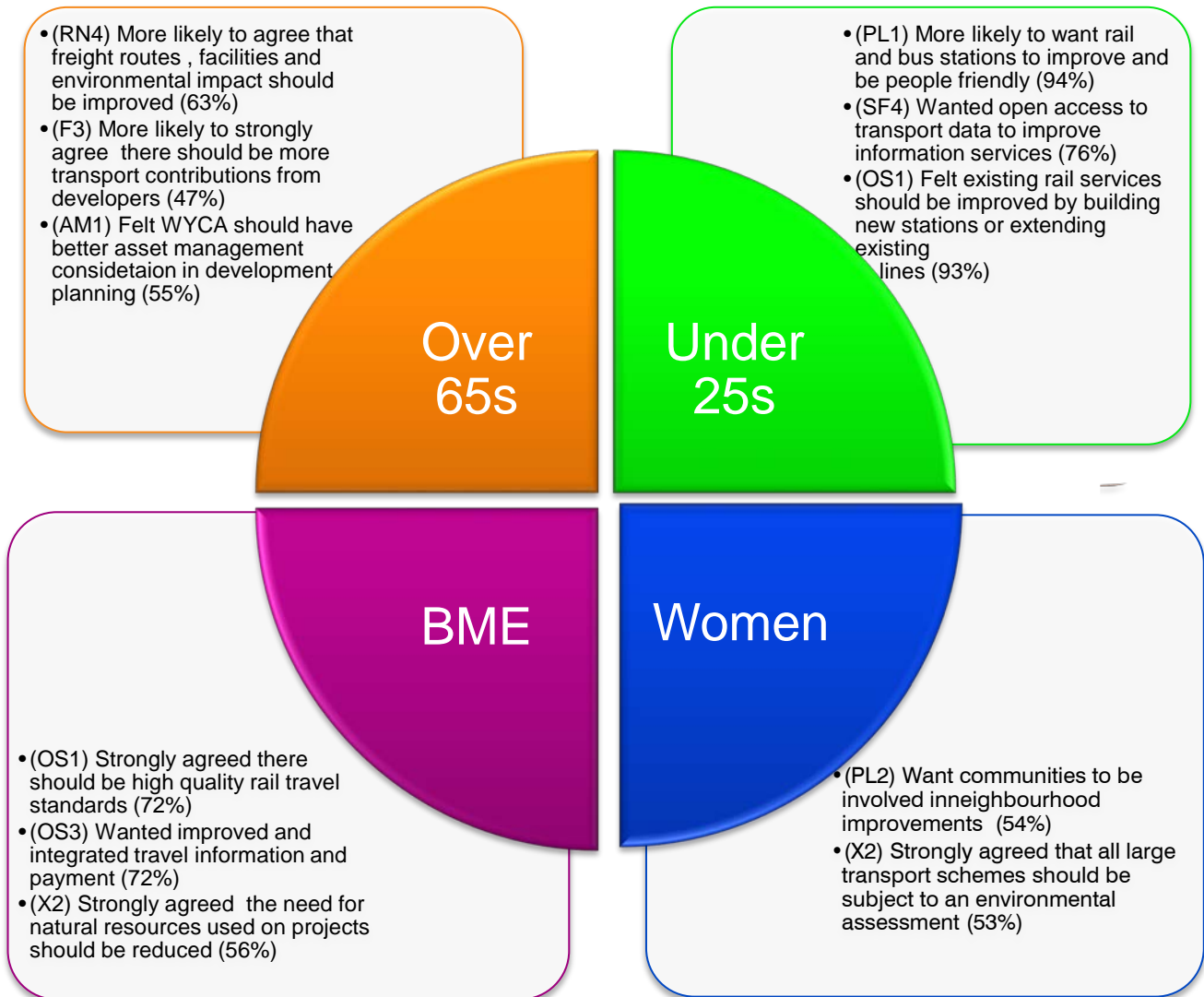
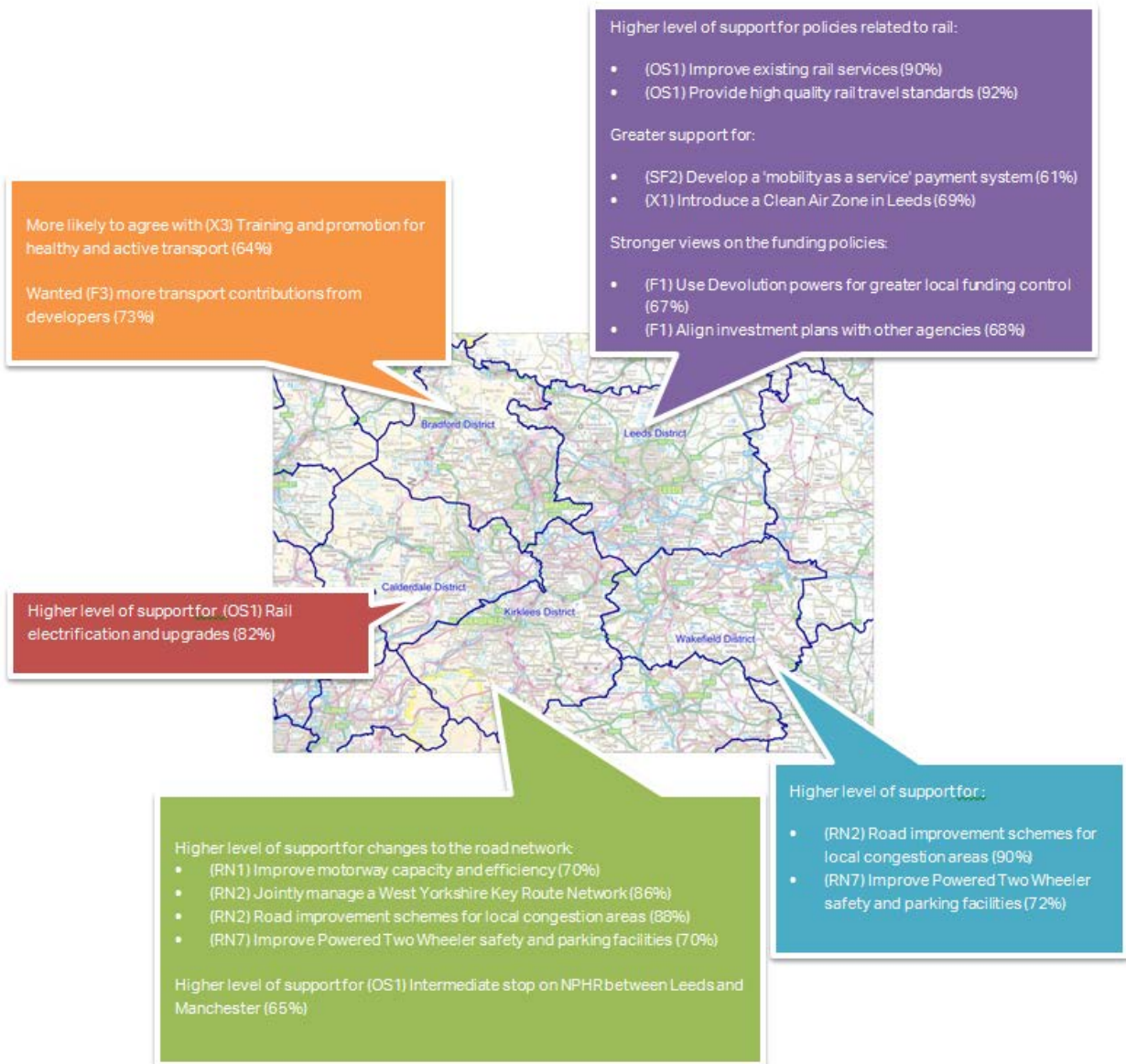


Figure 7 Key differences in response by location of interest

Figures shown give the combined Strongly Agree and Agree responses.



The full district analysis will be available in the final report which is due to be published in January 2017.

Interest Groups

Environment

Respondents who had an interest in sustainable modes of transport were more likely to strongly agree with policies that were better for the environment. For example:

- 51% or more of respondents with an interest in bus, rail, walking, cycling or taxis;
- 54% percent of frequent rail users; and
- 61% of frequent cyclists

wanted to ensure all large transport schemes were subject to an environmental assessment.

Congestion

Frequent car users and those with a highway interest were more likely to strongly agree with schemes to reduce congestion, in particular:

- 58% of frequent car users felt freight routes should be improved as well as the environmental performance of vehicles;
- Over half of those with a highway interest felt there should be road improvement schemes to reduce local congestion (56%); and
- There should be a jointly managed West Yorkshire Route Network to improve reliability and congestion (55%).

Sustainable Travel

Those who had a cycle interest strongly agreed that new developments should have a sustainable travel access in design (73%), and communities should help to improve and make neighbourhoods safer and healthier (53%).

Those with an interest in bus and/or rail felt there should be improvements in

- rail/ bus stations and surrounding areas;
- improved existing rail services;
- consistent high quality standards for rail on Leeds City Region lines; and
- improved and integrated travel information and payment.

Groups Questionnaire

In total, 52 groups responded to the consultation. Seven groups were in the health sector and seven were a charity. Twenty three of the responding groups had an interest in Leeds, with eleven concerned about all of West Yorkshire and eight interested in Bradford.

As with the individual questionnaire, respondents to the groups questionnaire were asked to identify their level of agreement with 57 statements aligned with draft policy proposals contained in the Transport Strategy from Agree (Strongly Agree, Agree), Neither Agree or Disagree, to Disagree (Disagree, Strongly Disagree). There were some key differences in responses between groups and members of the public:

- Groups and organisations had a higher focus on sustainable travel than members of the public:
 - Sustainable transport modes such as cycling and walking were a key area of interest for groups (60% and 58% respectively);
 - Almost all organisations (95%) felt Road Network draft policies should provide safe and convenient walking and cycle networks; and
 - 89% felt the policies should expand park and ride.
- There was strong disagreement amongst groups and organisations towards building new roads:
 - Over a third disagreed that the Road Network draft policies should provide new roads to improve access to development sites (36%); and
 - A quarter disagreed (25%) that motorways should be improved to increase capacity and improve journey times and reliability.
- Almost all (98%) organisations agreed that the One System Public Transport draft policies should improve and integrate travel information and the way people pay for travel.
- Almost all (98%) felt transport hubs should be improved to allow better integration of all types of transport.
- The majority of (90% or more) organisations agreed with the environmental statements for the Environment, Health and Well Being and Inclusion draft policies.

It was felt progress in improvements should be measured by looking at changes in car usage; thirteen organisations felt progress should be delivered through a reduction in cars on the road, with seven feeling a reduction in congestion could also be used to measure improvements.

There was also agreement between stakeholders and the public that developers should provide more contributions for transport improvements.

Figure 8 below shows the overall level of agreement from groups and organisations with each policy proposal.

Figure 8: Level of agreement with policy proposals: Group questionnaire

NB Where at least 50% of respondents said they agreed or strongly agreed with a proposed policy, the policy has been described as ‘people agreed with...’



60%

- SF1 Joint Road Network Management and Communications centre (69%)
- F1 Use Devolution powers for greater local funding control (67%)
- RN7 Improve Powered Two Wheeler safety and parking facilities (65%)
- OS1 Rail electrification and upgrades (65%)
- SF2 Develop a 'mobility as a service' payment system (65%)
- F1 Align investment plans with other agencies (65%)
- RN2 Road improvement schemes for local congestion areas (62%)
- AM2 Invest in upgrades to traffic signals and lights (60%)
- RN2 Prioritise different vehicles on some roads to reflect place (60%)

50%

- F2 Explore funding options like road user charging, workplace parking levy (59%)
- AM3 Lever additional funding for asset management (56%)
- F3 Raise more private sector funding (56%)
- RN2 Jointly manage a West Yorkshire Key Route Network (52%)

<50%

- OS1 Implement a HS2 Yorkshire Hub station masterplan (45%)
- OS1 Intermediate stop on NPHR between Leeds and Manchester (43%)
- RN1 Improve motorway capacity and efficiency (38%)
- RN3 Provide new roads to development sites (34%)

General Comments

Respondents were provided with the opportunity to provide general comments on the Transport Strategy at the end of the questionnaire. Less than a quarter of individual respondents (18%) gave a comment, and of those that did, many mentioned items that were already included in the proposals. Table 1 below shows the top 10 items mentioned.

Table 1 Most frequently mentioned comments given unprompted %

Provision for cyclists, e.g. cycle lanes, safer junctions, crossings, etc.	21
Provision for P2Ws, e.g. use of bus lanes, etc.	9
Prioritise public transport	9
Air quality/ emission levels	7
Investments in rail transport, e.g. new interchanges, etc.	7
Levels of congestion, e.g. wait times/ delay, volume of traffic, frequency of traffic jams, etc.	6
More train, bus routes in certain areas	5
Park and Ride provision, e.g. capacity, sites, usage, etc.	5
Uncertainty regarding whether proposals can be achieved/ need improvement	4
Cheaper/ more cost effective travel	4
Base	287

NB: Respondents could give more than one answer.

Additionally a series of workshops were held and some individuals and organisations chose to email or write letters. The key themes from these are detailed below.

Consultation and Strategy Focus and Tone



Some respondents felt the strategy was unambitious and needed to be more long term than 20 years. Respondents welcomed a wider pan-northern and national context strategy.

Safety and parking policy were perceived as key areas which had been omitted from the strategy. Many also felt a hierarchy of users should be created in the strategy, from pedestrians to private car users.

Train Stations and Rail Network



Electrification of Lines: several commented the Trans-Pennine corridor needed urgently electrifying.

Additional Track: some respondents felt having a train station would benefit their local area, with many feeling that old lines should be re-opened. Some also requested 'four-track', the doubling of track on current lines to increase capacity. There were also requests for additional routes and services across the region.

Speed: high speed routes with high quality rail connections were seen as a priority by several respondents.

HS2 and HS3: there were conflicting views on these plans. Those who opposed the scheme felt it was not necessary and would adversely affect the area, with those in favour feeling it would bring investment into the area and provide short and long term benefits.



Tram

Many felt light rail should be introduced in Leeds across key corridors.

The Bus Network



Cost: concerns were raised due to increasing fares despite a drop in oil prices.

Service: many felt there was a lack of frequency on Sundays and during the evenings.

Connectivity: improved links between bus and rail stations were needed.

Reliability: some felt buses were unreliable, with greater priority given to them on congested routes to improve this.

RTI: should be provided at bus stops and interchanges, as well as an App.



Fares and Payment

Many wanted an Oyster or contactless style payment system and more options to purchase tickets prior to boarding.



Electric Buses/ Vehicles

It was felt that priority should be given to electric vehicles, especially buses and trams in the long term.



Park and Ride / Ride Shares

Several respondents wanted an improved park and ride system similar to the one in York. Ride shares and Uber pool were also mentioned as an area for consideration in the strategy.

Investment in the Road Network and Road Improvements



Road network

Respondents thought road improvements should focus on local congestion hotspots. Road surfacing was an area cited as needing improvement, to aid both cyclists and car users.

Further upgrades discussed were improved traffic flow with simplified junctions, HGV restrictions during peak hours and greater connectivity between certain areas.

Freight



It was felt better understanding of this industry was needed by some organisations. This included working with planners regarding changes to rules on delivery times and a greater move towards rail and water freight.



Airport Access

Recurrent themes raised by consultees included issues with road access due to the wider network being beyond capacity and a lack of rail service for the airport.

Sustainable Modes & Environment



Cycling

Increased emphasis on improving cycling investment was a significant point, notably the creation of key cycle routes, across the region and a target to double cycling over the length of the strategy. Well-lit main roads and integrated cycle routes were specified as essential.



Pedestrians

Many felt the strategy should promote walking more, focussing on improving pavements and footpaths in and around the region, included surfaces, lighting and signage.



Air Quality

Several consultees stated air quality in city and town centres could be improved, suggesting banning diesel cars from central urban areas. The impact of emissions and poor air quality in the context of premature deaths was also noted.

Groups



Young People

It was felt more prominence should be given to this group in order to ensure they stayed healthy and active, especially in the locality of schools.



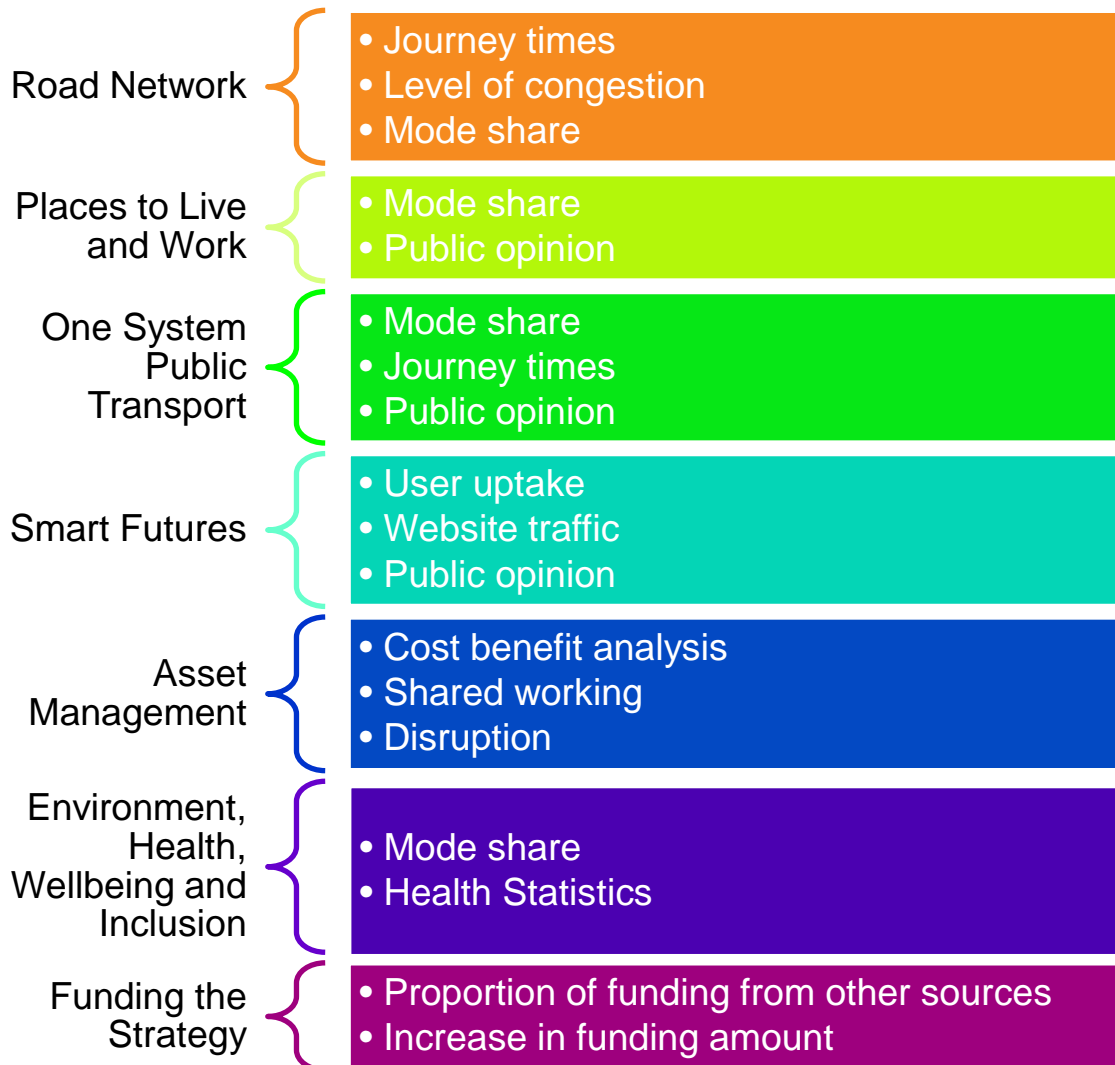
Disabled Travellers

Some users felt rail stations were inaccessible to disabled people and that there should be a target to make all stations fully accessible by 2025.

Monitoring Targets

Progress against delivering policies is crucial in showing how the strategy is being achieved. Ideas for how this could be measured in relation to each policy area are show in Figure 9 below.

Figure 9: Ideas for measuring success



Conclusion

Only three of the policies proposed were viewed more unfavourably, with the majority of proposed policies generally supported (over 50% agreed) by respondents and stakeholders alike.

The two policies that both members of the public and organisations least supported were:

- **OS1: Implement a HS2 Yorkshire Hub station masterplan (47% and 45% respectively).**
- Members of the **public** were least supportive of F2: Explore funding options like road user charging, workplace parking levy (38%); and
- **Organisations** least supportive of RN3: Provide new roads to development sites (34%).

Unlike members of the public, organisations were more in favour of sustainable policies but less in favour of new road building to increase capacity and Northern Power House Rail.

Some respondents (both members of the public and organisations) felt the strategy was unambitious and should be for longer than 20 years. Particular areas respondents thought needed further attention/strengthening included:

- Provision for cyclists and pedestrians;
- Development of light rail (including tram, increasing line capacity, introducing more stations);
- Measures to reduce congestion;
- Improved airport access;
- Park and Ride provision; and
- Measures to improve air quality.

Director: Dave Pearson,
Director Transport Services
Author: Tom Gifford



ITEM 6

Report to: Transport Committee

Date: 24 February 2017

Subject: Bus Strategy

1. Purpose

- 1.1. To set out the implications, response and next steps following the public consultation on the Bus Strategy.
- 1.2. To provide an update on the Bus Services Bill.
- 1.3. To outline the next steps for the delivery of the Bus Strategy, in the context of the delays to the Bus Services Bill legislation and the emerging partnership opportunities being developed through the Bus18 initiative and the Leeds Strategic Outline Case submission.

2. Information

- 2.1. In December 2016, Transport Committee considered the Transport and Bus Strategies report outlining the initial analysis and conclusions from the public consultation on the draft West Yorkshire Bus Strategy. The public consultation commenced on Monday 18 July and ran for 14 weeks until Friday 21 October 2016.
- 2.2. The December report set out that the Bus Strategy consultation received over 3,300 responses. Following the committee meeting, a workshop was held on 23 January 2017 with Transport Committee members to consider the analysis of the consultation responses in detail and the next steps towards adoption of the strategy.
- 2.3. Consultants AECOM were commissioned to produce a full independent report which analysed the consultation responses. The AECOM full report is available on the WYCA website¹. This report provides a significant insight into public and stakeholders views of the bus system and that congestion is just one a breadth of problems with the current bus offer. As examples, the AECOM report highlights that the top issues highlighted within the responses are that:
 - Buses failed to turn up (81%);

¹ http://www.westyorks-ca.gov.uk/Transport/Bus_Strategy/

- Destinations could take a long time to reach (69%);
 - Bus Services didn't run to timetable (65%); and
 - Information provision was inconsistent and difficult to find (63%).
- 2.4. The AECOM report illustrates that whilst many of the responses pick up on points already covered in the full strategy documentation, a range of points were consistently emphasised within responses including driver attitude, lack of support when things go wrong and greater accessibility for disabled people. The AECOM report also sets out that the majority of respondents agreed with the West Yorkshire Bus Strategy vision, with men and older respondents most likely to agree.
- 2.5. As a result of consultation responses received and also subsequent comments received during the workshop with Transport Committee members, it is proposed that details in the bus strategy documentation are refreshed, focusing on:
- Increasing the emphasis on the importance of role of the bus driver and providing the training and customer service standards to consistently meet customer expectations whilst undertaking a challenging front line role;
 - Expanding the strategy to include an additional policy proposal around accessibility and usability of existing bus services, particularly for disability and equality groups. This will also need to address the recent High Court judgement around prams and wheelchairs.
- 2.6. However, given the strong support for the vision, objectives and existing policy proposals it is not proposed to change these from what was consulted on.
- 2.7. In order to move towards the adoption of the Bus Strategy, it is proposed that, in consultation with key stakeholders, the Bus Strategy documentation be expanded to reflect the amendments proposed above. An updated version of the strategy will then be brought to Transport Committee and WYCA, for consideration and adoption.
- 2.8. Reflecting the above work programme, committee dates and purdah periods, adoption of the strategy is planned for summer 2017.

Bus Services Bill – Latest Position

- 2.9. As has previously been reported to Transport Committee, the Bus Services Bill continues through parliamentary process. The Bill has now moved to the House of Commons and Second Reading had been scheduled for 31st January. This has now been delayed due to the prioritisation of the recently announced Brexit legislation. An update on the timings of the Bill will be shared at the meeting.
- 2.10. The second reading will be an opportunity for MPs to talk about the principles of the legislation so it is a key opportunity to demonstrate that there is support for the Bill as well as enabling legislation for transport authorities to improve bus services through having a more effective set of powers.
- 2.11. In the House of Lords a series of amendments were made to the Bill. Some were supported by the Government, whilst others were not supported. Lord Ahmad, speaking for the Government, made it clear that it will look to reverse the unsupported amendments made in the House of Lords. A summary of the key amendments made in the House of Lords is provided in Appendix 1, together with a

proposed position for Transport Committee regarding these amendments. The appendix highlights two amendments which the Government has made clear it does not support:

- Opening access to franchising powers to all local authorities without regulations and Secretary of State consent. WYCA supports this amendment and has set out in its letters to MPs that it can see the benefits for potential simpler routes to franchising powers for places that don't yet have, or may never have, devolved mayoral arrangements. WYCA would be a significant concerned if the Bill were diluted through parliamentary process and the 'simpler route to franchising' powers was omitted or diluted.
 - Removing clause 21 of the Bill which prohibited local authorities from establishing companies for the purpose of operating local bus services. WYCA supports this amendment; across the UK, there are a number of good examples where local authority owned bus companies are providing a very effective service. To prevent this option for Authorities would seem to contradict the objective of the Bill to enable local determination of bus services. Whilst WYCA is not currently considering forming a bus company; there could be situations in the future where it may be necessary to start up a bus company. These may include creating an 'operator of last resort' where no other company is able to serve an area. A local authority owned bus company may also be necessary to facilitate a community transport service. West Yorkshire Combined Authority supports the exclusion of this clause.
- 2.12. To date, two letters have been sent to Leeds City Region MPs by West Yorkshire Leaders and the Chair of WYCA Transport Committee and reported to Transport Committee. On-going dialogue with local MPs around the Bill will continue to be important as the parliamentary scrutiny progresses.
- 2.13. The ability to access all the proposed new powers through the Bus Services Bill is fundamental to enabling bus patronage to grow. It is therefore critical that the Bill continues in its current form through the parliamentary process.
- 2.14. On 8 February 2017, DfT published consultation documents seeking views on some key regulations and guidance associated with the Bus Services Bill. The consultation runs until Tuesday 21 March 2017 and it is proposed that WYCA develop and submit a response to the consultation.

Short -Medium Term Bus Strategy Development Programme

- 2.15. In March 2015, Transport Committee approved expenditure of £1.1m to develop the WYCA Bus Strategy. This funding has enabled the following:
- In partnership with bus operators and district authorities, development of a new strategy, vision and ambition for the Bus System, which supports the delivery of the Strategic Economic Plan, the West Yorkshire Transport Strategy and Leeds Transport Strategy. This now provides the foundation for considering 'how' to deliver the Bus Strategy;
 - Creation and implementation of the Bus18 partnership initiative;

- Influencing the specification and shape of the bus component of the Leeds Strategic Outline Case submission, with bus investment forming the majority of the £270m package;
 - Development of initial Business Case technical work, aligned to the anticipated Bus Services Bill guidance, considering at a high level the options for delivery of the Bus Strategy;
 - Informing, shaping and influencing the shape of the Bus Services Bill; and
 - Raising the profile of the West Yorkshire Bus System and how it can support economic growth across the Region. This has led to a number of other authorities learning best practice from the approach we have taken.
- 2.16. However over this period, the context and situation for developing the Bus Strategy has changed:
- Following the Nexus Quality Contract judgement, the current Transport Act powers to influence bus services are no longer fit for purpose;
 - A more collaborative approach has been developed with bus operators through the Bus 18 initiative which is now moving into delivery;
 - The £71m contribution made by First West Yorkshire to accompany the Leeds Strategic Outline case put to Department for Transport in December, was highlighted as being contingent on using best endeavours to make partnership work.
- 2.17. As a result of this changing context, it is proposed that WYCA focus all efforts on delivering short-medium term improvement to the bus system through the Bus18 and other partnership opportunities. This position may change when:
- The Bus Services Act, secondary legislation and final versions of guidance are available;
 - The position regarding devolution for the region is clarified; and/or
 - Performance of the current partnership can be monitored to determine whether it is delivering the objectives and vision of the Bus Strategy.
- 2.18. Moving forwards, this new Bus Strategy Delivery programme will need to take account of financial pressures facing WYCA and the bus industry and focus on:
- Finalising the Bus Strategy vision and objectives document, as set out above;
 - Proposing to operators that the Bus 18 partnership be built upon and expanded;
 - Develop a series of small/ medium sized bus priority/hotspot interventions, which further the objectives of the Bus 18 initiatives across West Yorkshire;
 - Undertake a series of bus network reviews across West Yorkshire to inform future bus network decisions by operators and WYCA and District Highway Authorities. This work will look at whether the current service provisions are well aligned with current and future travel demands, the changing economy and social/demographic movement.

- Continued liaison with the Department for Transport and UTG around the development of the Bus Services Bill, including pushing for all of the powers identified in the Bill being available to this region.

3. Financial Implications

- 3.1. The LTP3 IP3 programme report (item 9) sets out an allocation of £500k for financial year 2017/18, to enable development of the tasks identified for the forward Bus Strategy Delivery Programme, with further allocations identified for future financial years.

4. Legal Implications

- 4.1. Formal legal partnership options with First West Yorkshire and other bus operators for the Bus18 partnership and the Leeds Strategic Outline Case will be brought to Transport Committee for consideration at subsequent meetings.

5. Staffing Implications

- 5.1. The proposed Bus Strategy Delivery Partnership will in part be resourced from existing WYCA teams but will also require additional resource, which would be funded from the LTP3 IP3 allocation.

6. External Consultees

- 6.1. None as a result of this report.

7. Recommendations

- 7.1. To note the next steps following the public consultation on the Bus Strategy.
- 7.2. To note the latest update on the Bus Services Bill.
- 7.3. To endorse the draft position regarding the House of Lords Amendments around the Bus Services Bill as outlined in Appendix 1.
- 7.4. To endorse the proposed Bus Strategy Partnership Delivery Programme.

8. Background Documents

Appendix 1 – Proposed WYCA Position regarding House of Lords Key Amendments

Appendix 1 – WYCA Position regarding House of Lords Key Amendments

The following amendments were made in the House of Lords and are supported by the Government:

- An amendment which will require bus operators to provide audio and visual information, such as next stop announcements, on buses in Great Britain. We believe that by placing a requirement on operators to provide certain information rather than to install specific equipment, we will ensure that the needs of passengers are met within years, not decades. **It is proposed that WYCA Transport Committee supports this amendment.**
- The Government's intention is that these powers will be used to require operators to provide specified information about the name or other designation of the local service; the direction of travel; stopping places; diversions; and terminating locations on board a bus in an audio-visual format. Regulations will also enable provision to be made about how and when information is made available with a view to maximizing benefit to passengers. **It is proposed that WYCA Transport Committee supports this amendment.**
- Amendments making Transport Focus, the National Parks Authorities and the Broad Authorities consultees for all schemes; and adding the Competition and Markets Authority as consultees for franchising schemes (they were already for partnerships). **It is proposed that WYCA Transport Committee supports this amendment.**
- Amendments requiring local authorities to set out how they plan to consult passenger representatives throughout the life of franchising and partnership schemes. **It is proposed that WYCA Transport Committee supports this amendment.**
- An amendment to enable emissions standards to be included as one of the standards of franchising or partnership schemes. **It is proposed that WYCA Transport Committee supports this amendment.**

The following amendments were made in the House of Lords, but are not supported by the Government:

- Giving the Secretary of State the ability to confer functions to enforce traffic offences on authorities that establish advanced quality partnerships. This would give Local Transport Authorities promoting an Advanced Quality Partnership Scheme the power to enforce all moving traffic offences within the scope of the scheme. These would grant local authorities powers to enforce and issue penalty charges for – offences such as disregarding one-way systems, failing to give priority to ongoing traffic, or disregarding box junction markings. These powers are in place in London under separate legislation. **As this would strengthen the ability to enforce bus priority measures, it is proposed that WYCA Transport Committee supports this amendment as put forwards by the House of Lords.**
- Specifying that all new buses used to provide services in areas where partnership or franchising schemes have been established must qualify as 'low emission buses' according to the criteria Government set out when awarding funding as part of the Low Emission Bus competition. **It is proposed that WYCA Transport Committee supports the principle of moving towards low emissions vehicles and improving air**

quality but that the specification of the requirements should be agreed locally, to reflect local priorities and therefore it should not be specified as a requirement in the legislation.

- Requiring trade unions rather than ‘employee representative groups’ to be statutory consultees for franchising and partnership schemes. **It is proposed that WYCA Transport Committee supports engagement with both Trade Union and Employee representative groups.**
- Opening the access to franchising powers to all local authorities without regulations and Secretary of State consent. **It is proposed that WYCA Transport Committee supports the amendment as put forwards by the House of Lords. This is covered in further detail earlier in the report.**
- Removing clause 21 of the Bill which prohibited local authorities from establishing companies for the purpose of operating local bus services. **It is proposed that WYCA Transport Committee supports the amendment as put forwards by the House of Lords. This is covered in further detail earlier in the report.**

Director: Rob Norreys, Director,
Policy, Strategy & Communications
Author: Steve Heckley, Planning
Manager



ITEM 7

Report to: Transport Committee

Date: 24 February 2017

Subject: West Yorkshire Low Emission Strategy 2016 - 2021

1. Purpose

- 1.1. To provide an overview of the purpose and content of the West Yorkshire Low Emission Strategy and its relevance to the West Yorkshire Combined Authority.
- 1.2. To consider whether the Combined Authority should adopt the West Yorkshire Low Emission Strategy.

2. Information

Background

- 2.1 The five West Yorkshire District Councils have collaborated to develop a West Yorkshire Low Emissions Strategy (WYLES) to reduce harmful emissions from transport and other sources which impact on health and the environment.
- 2.2 Having good air quality is important to protect public health. There are parts of West Yorkshire where air pollution is at a level that can have an adverse impact on health. Air pollution is known to increase the risk of lung cancer, asthma and heart disease, and emerging evidence suggests links with other cancers, strokes, low-birth weight in babies and children's development. Road transport is the biggest contributor to air pollution. Nitrogen Dioxide (NO₂) and fine particulate matter (PM) are the pollutants of greatest concern. Diesel cars are the largest source of emissions, but buses, trains, taxis and goods vehicles also contribute.
- 2.3 Transport also accounts for a significant proportion of carbon emissions. Reducing carbon emissions is recognised as necessary to combat the effects of climate change and the disruptive impact of extreme weather.
- 2.4 The statutory role to manage air quality rests with the five West Yorkshire District Councils. The Environment Act 2005 gave Local Authorities a duty to "review and assess" air quality in their districts and where air quality objectives (limits) are being exceeded the Local Authority must declare an Air Quality Management Area (AQMA) and prepare an Action Plan on how it intends to tackle air quality. Government statutory guidance (DEFRA PG16 and TG16) advises local authorities on their local air

quality management responsibilities and recommends that local authorities have an Air Quality Strategy and use all available levers such as planning, transport, highways and environmental health responsibilities to tackle existing areas of poor air quality and prevent future air quality problems.

2.5 Focus on air quality was reinforced by the 2016 publication of the DEFRA Plan for Improving Air Quality in the UK, setting out how the UK Government would meet the requirements of Air Quality Directive 2008/50/EC. The DEFRA plan provides a framework for Clean Air Zones (CAZ) for the use of traffic regulation powers to control vehicle emissions in areas where air quality limits are being exceeded, and included a specific requirement for a CAZ to be implemented within Leeds (as one of 8 named areas in the UK) to meet air quality limits by 2020 at the latest. DEFRA’s Action Plan was ruled inadequate by the High Court and has been ordered to produce a further Plan, which is due to be published for consultation in April 2017. Early indications are that the CAZ approach will continue to be a main theme of the Plan, but that it is likely that mandatory CAZs will be required in more towns and cities, including possibly other locations in West Yorkshire.

2.6 West Yorkshire’s urban areas have some of the highest levels of air pollution in the UK. Emissions from road traffic have been the cause of high pollution levels in every case where an AQMA has been declared in West Yorkshire. Public Health England estimates that 1 in 20 deaths in West Yorkshire are attributable to air pollution.

West Yorkshire Low Emission Strategy (WYLES)

2.7 A joint strategy to tackle air quality at a West Yorkshire level was considered appropriate given the cross-boundary nature of traffic movements and the shared nature of transport emission problems and possible actions.

2.8 Work to develop the WYLES was led by the five West Yorkshire District Councils, with the support and technical input of Public Health England and the West Yorkshire Combined Authority. The work was part funded by DEFRA grant and contribution from the West Yorkshire Local Transport Plan.

2.9 A Draft WYLES was subject to discussion with stakeholders and a six week public consultation exercise in 2016. The consultation received 190 responses. Amendments were made to the WYLES to reflect those responses and key development such as government proposals for Clean Air Zones.

2.10 The WYLES has been adopted by each West Yorkshire Local Authorities as follows:

Authority	Approving Body	Date
Bradford Council	Executive	29 November 2016
Calderdale Council	Cabinet	12 December 2016
Kirklees Council	Cabinet	13 December 2016
Leeds City Council	Executive	21 October 2015
Wakefield Council	Cabinet	20 December 2016

2.11. The Local Authorities are now preparing for a formal launch of the WYLES early in 2017. A document has been completed for publication including a joint forward with each District Council logo and signature of each appropriate Portfolio Holder.

- 2.11. The WYLES is a high level strategy document which is largely, but not exclusively, concerned with transport. It is intended to provide a framework setting out objectives and recommendations to shape policy and actions by all West Yorkshire authorities to tackle harmful pollutants.
- 2.12. The WYLES sets out the case for intervention and also considers opportunities and challenges posed by delivery of the Leeds City Region Strategic Economic Plan and West Yorkshire Transport Strategy, relating to the potential for economic growth and related investment in transport, particularly highways capacity, to generate increased traffic and harmful emissions.
- 2.13. The WYLES covers the five year period 2016-21 and makes recommendations for action to tackle transport emissions in the short to medium term, but does not provide a detailed action plan or prioritise actions or identify funding commitments.
- 2.14. The WYLES aims that all parts of West Yorkshire meet air quality limits set out in law by 2020 at the latest, but does not set any specific emission targets for geographic areas or transport modes (with the exception of buses - provided by WYCA in consultation with the bus industry).
- 2.15. The WYLES document is attached as Appendix A. The range of recommended WYLES initiatives to tackle emissions from vehicles are summarised in Figure 17 on page 48, and set out in more detail in pages 49–64 of the document. The WYLES makes recommendations in respect of Passenger cars, Clean Air Zones, Bus and Rail, Freight, Taxis and Public Fleets.

Delivery implications for WYCA

- 2.16. The WYLES is proposed as complimenting other policy and strategies and is seen as an influencer to decisions and activity. The WYLES seeks to influence delivery of the Leeds City Region Strategic Economic Plan, West Yorkshire Transport Strategy, West Yorkshire 'plus' Transport Fund, Bus 18 Partnership, LCR District Heat Network and West Yorkshire District Council's Community Infrastructure Levy (CIL) schemes amongst others. There is also an expectation that public sector fleets (including WYCA assets and operations) comply with CAZ standards and that WYCA procurement contracts reflect a preference towards low emission fleet services.
- 2.17. The draft West Yorkshire Transport Strategy (which is the subject of a separate report as Item 5 to this meeting) references the WYLES and sets out a number of supportive policy proposals for:
 - Helping to deliver air quality targets;
 - Supporting the introduction of a Leeds Clean Air Zone and the wider, consistent roll-out of stronger emissions controls where necessary across West Yorkshire;
 - Delivering Electric Vehicle recharging infrastructure for cars, buses, taxis and freight and providing for other alternatively-fuelled vehicles;
 - Working with bus operators to move to a near-to-zero emissions bus fleet;
 - Influencing the rail industry to commit to a rolling programme of electrification of the local rail network;

- Encouraging mode shift to low carbon travel through investment in attractive, safe, extensive cycling and walking networks and providing training and promotional campaigns to encourage healthy active travel;
 - Reducing emissions from the construction of transport infrastructure, by adopting sustainable approaches e.g. re-using and recycling materials
- 2.18. WYCA through its programmes and operations is already active in a number of the WYLES recommended areas. The Transport Strategy Implementation Plan (IP3), currently in development (and the subject of a separate report as Item 9 to this meeting) proposes financial support for Electric Vehicle charging infrastructure, the Eco-Stars fleet recognition scheme and investment in cycling and walking infrastructure and targeted place based improvements in support of health and environmental objectives.
- 2.19. WYCA through the Bus 18 initiative and the Leeds Public Transport Investment Programme, is supporting the bus operators to prioritise their investment towards replacing or modifying the older, more polluting buses. This is establishing Euro 6 as the minimum standard for new or modified buses.
- 2.20. It is important that District Councils maintain their ownership of the WYLES but there is opportunity for the WYCA to take a proactive role, leading the further development of Low Emission policy, strategy and targets, and coordinating the delivery activities of the West Yorkshire District Councils.
- 2.21. A starting point for coordinated delivery to maximise the impact of available resources will be the development of a detailed Action Plan for delivering the WYLES objectives and recommendations.

3. Financial Implications

- 3.1. The WYLES is identified as being delivered through targeted use of existing resources. In adopting the WYLES, no West Yorkshire District Council allocated additional resources to progress delivery.
- 3.2. Provision is made within the proposed West Yorkshire Transport Strategy Implementation Plan (IP3) for capital funding in 2017-18 and 2018-19 to deliver a number of initiatives that support WYLES recommendations.
- 3.3. There may further funding opportunities through District Council bids to the DEFRA 'Air Quality Grant' scheme, made in 2016. An announcement of successful bids is expected in early 2017.
- 3.4. The West Yorkshire District Councils have identified an expectation of WYCA coordinating a joint action plan for delivery of the WYLES including funding a WYLES Programme Manager. The WYCA currently does not have resources to fund a co-ordinator post.

4 Legal Implications

- 4.1. The statutory duty to manage air quality sits with the West Yorkshire District Councils. The DEFRA Plan and Clean Air Zone Framework make it clear that local authorities and their transport authorities should use all available tools and powers to tackle air quality, such as:

- Transport Act 2000 – already available to use to introduce Clean Air Zone type vehicle restrictions under Road User Charging schemes;
 - Bus Quality Partnerships schemes – a Transport Authority should be satisfied that standards will reduce or limit air pollution;
 - Transport Act 1985 – section 7 Traffic regulations to limit air pollution;
 - Taxi Licensing conditions;
 - Land use planning decisions;
 - Procurement - Leading by Example / LA fleet operations;
 - Public Health & Active Travel;
 - Parking policies;
 - Workplace Charging Levy;
 - Carbon reduction & Sustainability.
- 4.2. A number of the tools/powers identified above are within the remit of individual Local Authorities, but WYCA, as the Local Transport Authority could be expected to assist the West Yorkshire District Councils by leading on some and supporting delivery of other WYLES recommended areas of delivery.
- 4.3. Some of the air quality legislation in the UK is derived from European legislation whereby mandatory values must be met for several air pollutants. The result of the Referendum on EU membership and resultant changes in legislation are unclear at this time, but the government has clarified that leaving the EU will not change their ambition to tackle air quality and reduce air pollution to safe levels.

5 Staffing Implications

- 5.1. In adopting the WYLES, no West Yorkshire District Council allocated additional resources for staff to progress delivery. The District Councils have identified an expectation of WYCA coordinating a joint action plan for delivery of the WYLES including funding a Programme Manager.
- 5.2. The delivery of currently identified projects can be supported by existing staff resources, but enhanced coordination of WYLES recommendations at a West Yorkshire level and any accelerated delivery including influencing delivery partners could be anticipated to necessitate some increases in staff resources.
- 5.3. It is recommended that work to jointly develop a detailed, prioritised Action Plan be progressed before decisions are made on staffing requirements.

6. Consultees

- 5.1. Transport Committee members will have been consulted on the WYLES through their own District approval processes.

7. Recommendations

- 7.1. That Transport Committee endorses the West Yorkshire Low Emission Strategy for formal adoption by the Combined Authority.
- 7.2. That the Combined Authority works with the West Yorkshire District Councils to jointly develop a detailed Action Plan for delivery of the WYLES.

7.3. A workshop session on Air Quality is held with Transport Committee and Portfolio Holders to provide input on actions and priorities and how the Combined Authority can best support the West Yorkshire District Councils to deliver the WYLES.

7. Background Documents

7.1. West Yorkshire Low Emission Strategy

West Yorkshire Low Emissions Strategy 2016 to 2021



City of Bradford MDC

www.bradford.gov.uk

Calderdale
Council

Kirklees
COUNCIL

Leeds
CITY COUNCIL

wakefieldcouncil
working for you

WEST YORKSHIRE
COMBINED AUTHORITY

*Delivering Cleaner
Air for All in
West Yorkshire.*

December 2016

About the West Yorkshire Low Emissions Strategy

The West Yorkshire Low Emissions Strategy (WYLES) has been developed through collaboration between the West Yorkshire local authorities (Bradford MDC, Calderdale MBC, Kirklees MDC, Leeds CC and Wakefield MDC); West Yorkshire Combined Authority (WYCA) and Public Health England (PHE), with each organisation having an input and contributing to the content of the Strategy.

Funded by the Department for the Environment and Rural Affairs (DEFRA) the WYLES project has been managed by Bradford MBC, with technical support provided by Low Emissions Strategies Ltd. and Public Health England and specific acknowledgements are given for their contribution into the development of this Strategy.

This Low Emissions Strategy outlines what the key challenges are in relation to air quality within West Yorkshire and how, together, we can deliver cleaner air for all to create a healthier place for people to live, work and visit.

After considering the evidence which supports the need to improve air quality this Strategy then considers air quality in the context of other key regional plans and strategies and how we can use these to **Create a Low Emissions Future**, including consideration of the region's economic and transport plans, changes in energy production and use, land-use planning, supporting walking and cycling and finally how local authorities can lead by example.

The Strategy then moves on to its main focus: **Tackling Transport Emissions** as pollution from transport causes most local air quality problems. All transport modes are considered as each has a part to play, to a greater or lesser extent, in delivering the necessary improvements to air quality.

The key aims and objectives are set out early within the Strategy document and will act as a reference point to monitor progress towards achieving cleaner air for all. Finally, the delivery and funding arrangements are considered and set out how, together with our partners, we will make the best use of existing funding and access new funding streams and co-ordinate activity across West Yorkshire to make air quality better now and for future generations.

Consultation

Public consultation on the draft WYLES was undertaken during November and December 2015 via an on-line survey. The key messages taken from the consultation, together with direct feedback from other key stakeholders were:

- A more ambitious Strategy which has more “teeth” to improve air quality using Low Emission Zones / Clean Air Zones.
- A more focussed Strategy, with fewer, but more targeted objectives that will deliver the greatest benefits to air quality.
- Tackling emissions from the most polluting vehicles in towns and cities: buses, lorries and taxis.
- Better public transport and greater support for walking and cycling, not just reducing emissions.
- Linking in with other initiatives, such as green infrastructure, energy efficiency and carbon reduction to improve air quality.

This feedback has been used to help shape the final version of the WYLES together with other key developments such as the refresh of the Leeds City Region Strategic Economic Plan 2016 to 2036; the development of the West Yorkshire Transport Strategy 2016 to 2036 and the Government's Plan¹ for improving air quality in the UK which was published in December 2015. One other key development since the public consultation has been the UK referendum result to leave the European Union in July 2016. It is far too early to say how this decision will affect air quality policy at a national level, but as far as this Low Emissions Strategy is concerned, the fundamental principle of protecting health through improved air quality remains un-changed and therefore, whether operating outside or within a wider European framework, should not alter our strategic aims and objectives.

¹ <https://www.gov.uk/government/collections/air-quality-plan-for-nitrogen-dioxide-no2-in-uk-2015>

Foreword

West Yorkshire has a rich industrial heritage, which has evolved and adapted over the decades resulting in one of fastest growing economies in the UK. We are also blessed with beautiful countryside and majestic open spaces for both residents and visitors to enjoy. There is much to be proud of and levels of air pollution have much improved over the decades, but we expect even better air quality now and for future generations.

The challenges are not insignificant. Reducing emissions from road traffic, particularly from older diesel vehicles in towns and city centres, is our greatest priority, but we need to recognise that increased traffic can also be associated with the need for more housing and more jobs for the region. We are confident that collectively we can achieve “good growth”, i.e. more and better homes and jobs and a vibrant economy, while at the same time reducing emissions and improving air quality.

The energy market is also changing, with a move from large central power stations, to more localised heat and power generation and the use of renewable fuels and technology in order to meet carbon reduction targets and tackle climate change. Energy production closer to where people live and work can deliver significant environmental benefits, but we recognise that this can also introduce localised pollution and has the potential to negatively impact on air quality. We will ensure that in responding to the changing energy market, air quality will be preserved and protected.

There is no “silver bullet” to protecting and improving air quality, which requires action at international, national, local and individual level and on a range of areas including transport, housing and economic development and changing behaviour. The West Yorkshire Low Emissions Strategy recognises our collective responsibility and sets out what we can achieve in our respective roles on behalf of the public which we serve to make sure that air quality in West Yorkshire continues to improve for a cleaner and healthier place to live, work and visit.



Cllr Val Slater
Deputy Leader & Health and Wellbeing Portfolio



Cllr Dan Sutherland
Cabinet Member for Planning, Housing & Environment



Cllr Peter McBride
Cabinet Member for Economy, Skills, Transportation and Planning



Cllr Lucinda Yeadon
Deputy Leader and Executive Member for Environment and Sustainability



Cllr Maureen Cummings
Portfolio Holder for Communities and Environment



Our Key Messages:

Health effects associated with exposure to air pollution are significant; more deaths are caused by air pollution than preventable liver or respiratory disease. In West Yorkshire, 5.1% of all deaths (1 in 20 deaths) are caused by exposure to particulate air pollution with up to 6% in some local authority areas. (2013).

Improvements in air quality over recent decades have reduced the number of sudden air quality events; e.g. the London 'Smogs'. Nowadays the health risks from air pollution are less visible as they build up over a period of time. The high use of cars and motor vehicles means that air pollution sources are more numerous and widespread with peaks in air pollution occurring at rush hour times. Motor vehicles are now the most significant contributor to poor air quality in West Yorkshire and around the country.

West Yorkshire Low Emissions Strategy 2016 to 2021

Air quality shouldn't be considered in isolation as an issue that can be purely addressed by reducing emissions through technical fixes (newer engines) and restrictive practices (low emission zones), it needs to also be seen as an opportunity to encourage people to change their behaviour and become more active. 20% of people in West Yorkshire are physically inactive so decreasing vehicle use, particularly for short journeys, both reduces air pollution and allows us to incorporate physical activity into our normal daily routine.

Creating a place where people feel that public transport and active travel are the best and easy choice and where the remaining vehicles emit less pollution will improve our health, our cities and our environment and make West Yorkshire a better place to live and invest, thus creating "good growth" for the region.

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List of Abbreviations

1. Executive Summary

The West Yorkshire Low Emissions Strategy demonstrates the commitment of the West Yorkshire local authorities, together with West Yorkshire Combined Authority and other key stakeholders to work together to improve air quality for the benefit of all in the region. This Strategy sets out the overall vision, aims and objectives which the WYLES intends to deliver over the next five years. This Strategy document has four main sections:

- Evidence for Change
- Creating a Low Emission Future
- Tackling Transport Emissions
- Delivery and Funding of the WYLES

1.1. Evidence for Change

Most of West Yorkshire benefits from very good air quality and, overall, air quality has improved relative to air pollution levels experienced by previous generations. However, traffic in our urban centres and on busy roads result in levels of air pollution which have a significant impact on the health of the population, with those having underlying health conditions being most at risk. There are two pollutants of greatest concern: nitrogen dioxide (NO₂) and particulate matter (PM_n), which have an adverse impact on health and are mainly caused by emissions from traffic, particularly exhaust emissions from older diesel vehicles.

Unlike the smoke and smog problems of the past, nitrogen dioxide and particulate matter emissions are invisible, leading to a perception that the air is “clean”. However, fine particulate matter is inhaled deep into the respiratory tract and, in the case of very fine particles and nitrogen dioxide may transfer into the blood stream. A range of health problems are attributed to exposure to high levels of nitrogen dioxide and particulate matter, the most obvious being respiratory conditions, asthma and cardio-vascular disease, but evidence is now also showing an association with cancer, strokes, low birth-weight babies and even childhood development. These health conditions impact both on quality of life and life expectancy. The Public Health Outcomes Indicator² for air pollution points to the equivalent of one in twenty deaths in West Yorkshire each year being attributable to poor air quality, which equates to approximately 1,000 deaths annually and poor air quality has been estimated to cost £16 billion to the UK economy.

Nitrogen dioxide and particulate matter, together with other air pollutants, have been set an upper air quality limit value that the general population should not be exposed to and are legally binding through EU and UK law. The urban areas of West Yorkshire have been identified as having some of highest levels of nitrogen dioxide concentrations in the UK, with only London showing higher levels at a regional level. Current projections indicate that concentrations of nitrogen dioxide will not fall below the limit values in some parts of West

² [Public Health Outcomes Framework, 3.1 fraction of Mortality attributable to particulate air pollution, Public Health England](#)

Yorkshire until 2025 at the earliest unless urgent action is taken to reduce pollution in our towns and city centres and particularly the emissions coming from the most polluting vehicles: older diesel cars, vans, buses and lorries.

Continued failure to meet the limit values will put the UK Government at risk of legal action being taken against it under European law, with the further risk of any fine imposed on the UK Government being passed down to local authorities if their action, or in-action, has contributed to the limit value being exceeded. In April 2015 the Supreme Court ordered the UK Government (Secretary of State for the Environment, Food and Rural Affairs) to produce a revised Plan setting out how it intended to meet the Air Quality Limit values in the shortest possible time and submit this to the European Commission by the end of 2015. This Plan was duly produced and introduced a number of measures intended to meet the air quality limit value for nitrogen dioxide. Perhaps the most significant aspect the Plan is the intention to require Clean Air Zones (CAZ) to be implemented within a number of cities in the UK where the air quality limits were not predicted to be achieved by 2020, including an area within the Leeds district. The CAZ is a means of regulating vehicles entering the Zone unless minimum emission standards are met, and for charges to be levied against vehicle owners that don't meet the minimum emission standard. This form of vehicle control is similar to Low Emission Zones which already operate in some parts of the UK, but follow a standardised national framework. Clean Air Zones are discussed in further detail within Section 6 of this Strategy: Tackling Transport Emissions.

It is too early to say how the UK referendum decision to leave the European Union will impact on the legal position with regard to the EU Air Quality Directive and the possibility of legal action outlined above, however, we recognise the underlying importance of reducing emissions to improve and protect public health and therefore we will continue with the ambitions and objectives of this Low Emissions Strategy irrespective of our relationship within the European Union.

1.2. Creating a Low Emission Future

This section recognises that reducing emissions and improving air quality does not sit in isolation from wider economic, social and environmental activity within the region and considers how the WYLES objectives fit, or may be at risk, from these other policy considerations and considers how we can ensure that air quality continues to improve as our economy and society develops in the future.

The Leeds City Region Strategic Economic Plan 2016 to 2036 and the draft West Yorkshire Transport Strategy both offer significant opportunities to improve air quality, although it must also be recognised that economic growth, more housing and the potential for more traffic on our roads has the potential to make air quality worse unless this is considered at an early stage and action is taken to mitigate and reduce emissions. The Strategic Economic Plan includes ambitions to reduce carbon emissions and to improve resource efficiency, which can also benefit air quality and the objectives of the WYLES, for example through improved

resource efficiency, improving green infrastructure and further development of alternative fuels and technologies such as hydrogen, hydro-electric, wind and solar power. However, some carbon reduction initiatives have the potential to give rise to adverse impacts on air quality, such as decentralised energy production and the use of biomass fuels and it is therefore important that we recognise these potential conflicts and ensure any unintended consequences are identified and addressed at an early stage

Given that the greatest impact on local air quality arises from road traffic the Draft Transport Strategy for West Yorkshire is extremely important to the delivery of the Low Emissions Strategy objectives. The draft Strategy incorporates many aspects which have the potential to improve air quality, including greater public transport provision, more attractive and safer places where walking and cycling become a natural part of everyday life as well as initiatives to reduce emissions from transport including buses, lorries, taxis and private vehicles.

This section also considers the role of Planning in the development of Local Plans and determining individual planning applications. An important feature of the West Yorkshire Low Emissions Strategy has been the development an Air Quality and Planning Technical Guide which helps to inform developers, planners, consultants and air quality leads on how the air quality impact from developments can be assessed and mitigated against under the principles of sustainability and in accordance with national and local planning policies. The Guide uses the concept of the Damage Costs associated with the any increase in NO_x and particulate emissions as a result of development proposal, requiring appropriate mitigation which proportionate to the scale and kind of development.

This Low Emissions Strategy inevitably focuses on tackling emissions from transport, but we also recognise that emissions from energy production and use also contribute to overall air pollution. The energy sector is undergoing significant change, with a commitment to reduce the use of fossil fuels to help tackle CO₂ emission reduction targets and tackle climate change. Although these changes are positive for the environment, we are also mindful of potential unintended adverse consequences for air quality which could arise from decentralising heat and power production, for example through Combined Heat and Power (CHP) plant, and Short Term Operating Reserve (STOR) generators which bring emission sources closer to where people live and work and also the use of alternative fuels such as biomass, wood-burning and energy from waste facilities. When considering new energy generating facilities, the potential impact on air quality will be considered through feasibility studies, planning and other regulatory controls.

When considering how we shape the future to reduce emissions and improve air quality we must consider the roles which cycling and walking have to play: the ultimate forms of low-emission transport, which also deliver significant additional health benefits. We have seen significant increases in the number of people cycling and steady growth in the number of people walking as part of their travel and leisure activity. Cycling and Walking is set to continue to play a significant role and feature strongly within the West Yorkshire Transport Strategy, with particular emphasis on creating places not dominated by cars, but which are

pedestrian and cyclist-friendly; developing transport hubs to better integrate cycling and walking as part of multi-modal travel arrangements; building on City Connect and Cycle Superhighway projects to develop cycling and walking infrastructure and maximises opportunities from the Government's Cycling and Walking Investment Strategy to help bring further investment in cycling and walking into the region. Because active travel is so important, a separate Walking and Cycling Plan will be developed to support the West Yorkshire Transport Strategy and this will complement our ambition to create a low emission future.

Finally, in this section we look at our own role and leading by example to reduce emissions from the vehicle fleets operated by local authorities; how we can support and encourage the people we employ to reduce their own impact on air quality by considering how they travel and using low-emission alternatives; and how we can encourage the suppliers of goods and service to reduce their emissions from our procurement policies.

1.3. Tackling Transport Emissions

In some parts of West Yorkshire, like many urban areas in the UK and other developed countries across the world, road traffic is having a significant impact on air quality. Factors such as the growth of diesel passenger cars and vehicle technology not achieving anticipated emission reductions has led to air pollution (NO₂ in particular) remaining unacceptably high in some areas. This Strategy seeks to reduce emissions from all sectors of road transport, although buses, lorries, taxis and other diesel vehicles operating within towns and cities will be the focus of our attention in order to achieve air quality improvements as quickly as possible.

This section looks at each of the main vehicle categories in turn, including passenger cars, buses, trains, freight transport, taxis and our own fleet vehicles, and considers what local authorities are able to do as part of a West Yorkshire Vehicle Emissions Plan (WYVeP) through regulatory means, infrastructure development, our influencing role and other support to achieve a reduction in transport emissions than would otherwise occur without such intervention.

A very important feature of the WYVeP will be the mandatory introduction of the Leeds Clean Air Zone, which will regulate access of certain categories of vehicle to an area of Leeds dependant on the emission standard of the vehicle: targeting buses, coaches, taxis, HGVs and vans. In addition to the mandatory Leeds CAZ, we will consider whether Clean Air Zones will be necessary to reduce transport emissions in other parts of the region if air quality is found not to be improving through the implementation of the WYLES.

Passenger Cars account for 78% of the 9.8 billion miles driven on West Yorkshire roads each year and they are a significant contributor to overall emissions which impact on air quality. In real-world driving conditions it has been shown that diesel cars can produce 22 times more particulate emissions and four times more NO_x emissions than petrol cars and this, together

with a rapid growth in the number of diesel cars on our roads compared to a decade ago is one of the main reasons why air quality targets have not been achieved across the UK. This Low Emission Strategy will focus on reducing emissions from cars, by making it easier for people to switch to ultra-low emission alternatives, such as plug-in electric, hybrid and hydrogen fuel-cell power-trains and developing the necessary infrastructure to support this change. Although this is our main focus, this will also be supported by our wider strategic ambition to reduce the dominance of cars in our towns and cities and to create places which are more pedestrian and cyclist friendly and increasing public transport integration for example with increased park & ride / park & rail schemes.

Buses provide a valuable public transport option and are part of the solution to air quality problems. However, buses, which are a type of heavy goods vehicle and predominantly run on diesel fuel, give rise to relatively high NO_x and particulate emissions. It is also common for buses to be kept in operation for many years and therefore turn-over to newer buses which have more stringent emission standards can be relatively slow. These factors, together with the recognition that buses also operate in our towns and cities where air quality needs to improve the most, means that reducing emissions from a relatively small number of buses will yield the most significant air quality improvements and is therefore a key priority for the delivery of the Low Emissions Strategy.

We are developing a Bus Strategy and supporting the bus industry through a Bus18 project which will accelerate a reduction in bus emissions through investment in new buses, fitting pollution abatement technology where appropriate, introducing the Eco Stars fleet recognition scheme and supporting alternative fuels and technologies including biomethane, electric and hybrid variants. These supportive measures, together with the introduction of a Clean Air Zone in Leeds and elsewhere if needed, will accelerate the reduction in bus emissions than would occur without such intervention.

Trains, particularly those driven by diesel engines, can contribute to the overall air pollution, however their contribution is relatively insignificant in the region when compared to other transport modes such as buses, lorries, vans and (diesel) cars, particularly when considered in relation to the emissions per passenger carried. Trains are therefore considered within this Strategy principally as a means of helping to resolve air quality in towns and cities: the more people who are able to move away from cars, even if for part of their journey, will have a positive contribution to air quality. The draft West Yorkshire Transport Strategy 2016 to 2036 will consider in further detail the significant role that trains will have in meeting our future transport needs and improving connectivity and capacity on local, regional and national rail network, including integration with HS2, further electrification of the rail network and better integration to facilitate multi-modal travel increased car-parking capacity and electric vehicle charging at railway stations and improving facilities to support cyclists to create door-to-door connectivity.

Freight and commercial operations are a significant contributor to the West Yorkshire economy, taking advantage of the excellent links to the strategic highway to deliver goods

and services nationally and internationally as well as within the region. Consequently, the number of HGVs on the West Yorkshire road network contribute significantly to local and regional air pollution. The Leeds Clean Air Zone will mean that lorries and vans will need to meet newer (Euro VI/6) emission standards where the CAZ applies, which will accelerate a reduction in emissions, but as well as a regulatory approach, this Low Emission Strategy will also support the commercial sector to reduce emissions from their fleet operations, for example by providing advice and training through the ECO Stars fleet recognition scheme, and supporting trials and infrastructure for low emission alternatives including compressed natural gas (CNG), liquefied natural gas (LNG), hybrid, electric and hydrogen fuel options.

Taxis (hackney carriage and private hire vehicles) are predominantly diesel cars or vans, with the majority of journeys being within town and city centres and therefore contribute to local air pollution issues. Taxis, like buses, lorries and vans, will be included in the class of vehicles that will need to meet minimum Euro standards as part of the Leeds Clean Air Zone. The West Yorkshire local authorities will also be using their influence when licensing hackney carriages and private hire vehicles and contracting taxi transport services to improve vehicle emission standards. These measures will accelerate a reduction in emissions coming from taxis, but the role taxis play as part of the integrated transport network, particularly for people with limited mobility, is also important and therefore we will continue to support the role of taxis at transport hubs and encourage the uptake of ultra-low emission vehicle options and the provision of dedicated electric vehicle charging infrastructure and allowing access to bus lanes where appropriate.

Public Sector Fleet vehicles also contribute to local air pollution problems and it is important that we play our part and also lead by example by doing all we can to reduce emissions from the fleet vehicles which we operate. All fleet managers in local authorities are signed up to the Eco Stars fleet recognition scheme and will reduce emissions from fleets through a combination of upgrading fleets to the latest Euro VI emission standard and integrating the use of alternative fuels and technologies, such as CNG / LNG, hydrogen fuel cell and electric vehicles where we can.

1.4 Funding and Delivery of the West Yorkshire Low Emissions Strategy

Accelerating the reduction in emissions and creating a low emission future will require funding. This will be provided through a number of avenues including maximising opportunities that arise from existing funding streams, such as Growth Deal funding used to deliver objectives of the Strategic Economic Plan and the West Yorkshire Transport Fund used to deliver the West Yorkshire Transport Strategy. New developments will also fund initiatives to reduce emissions, such as improved cycling and walking provision and electric vehicle charging infrastructure either directly as part of a development proposal, or indirectly through contributions from Section 106 Planning Obligations or Community Infrastructure Levy (CIL) arrangements. We will also work together to apply for new funding from grant schemes, such as those administered by the Department for Transport, and seek

opportunities for private and public sector investment, for example in new low emission infrastructure such as alternative fuels and technologies.

Delivery of the WYLES will be overseen by the West Yorkshire Transport & Health Board, which has representation from Public Health England, West Yorkshire Combined Authority and West Yorkshire district Environmental Health professionals and will in turn report on progress through the governance arrangements of the West Yorkshire Combined Authority. Progress in achieving the WYLES objectives will be monitored and reported through each local authority and made available to the public and the WYLES will also be used to inform each local authority's Annual Status Report and development of Air Quality Action Plans as part of their local air quality management duty.

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2. Vision, Aims and Objectives of the WYLES

Vision

Delivering Cleaner Air for all in West Yorkshire.

Aims

In working towards achieving the above vision the West Yorkshire local authorities together with West Yorkshire Combined Authority will use this Strategy as a framework to achieve the following aims:

Aim 1: Accelerate improvements in air quality, above that which would occur without intervention, to achieve air quality limit values set out in law in all parts of West Yorkshire by 2020 at the latest.

Aim 2: Working within the wider economic, social and environmental context for West Yorkshire to create a Low Emissions Future that will maximise opportunities to improve air quality, minimise risks of worsening air quality and create healthier places to live, work and visit.

Aim 3: Immediate focus on tackling transport emissions, targeting interventions that will deliver the most significant air quality improvements in the areas of greatest concern.

Objectives

The West Yorkshire local authorities (WYLA) and West Yorkshire Combined Authority (WYCA) will work together to achieve the above aims and will commit to the following strategic objectives:

Ref:	Objective:
001	A Clean Air Zone will be introduced within the Leeds district, and elsewhere where necessary, to control emissions from the most polluting vehicles.
002	We will work with West Yorkshire bus operators to accelerate investment in newer buses, emission abatement technology and alternative fuels and technologies to reduce emissions through the implementation of the West Yorkshire Bus Strategy and Bus 18 Project.
003	We will accelerate the uptake of plug-in electric cars and vans through improved electric vehicle charging infrastructure and the implementation of an Electric Vehicle Strategy.
004	We will introduce the Eco Stars fleet recognition scheme to support businesses, bus operators and public sector fleet managers to reduce emissions from their fleet operations.
005	We will work with our partners to develop infrastructure to support alternative fuels and technology for transport including: natural gas, bio-methane, LNG and hydrogen.
006	We will support the taxi industry to help the transition to low emission vehicles including demonstrating economic benefits; supporting funding bids and considering policy incentives to promote the uptake of ultra-low emission taxis.
007	We will use the West Yorkshire Transport Strategy and Leeds City Region Strategic Economic Plan to help deliver the WYLES objectives, including improved cycling and walking provision; better public transport; low emission energy production and use, and sustainable infrastructure to deliver "Good Growth".
008	We will use the <i>West Yorkshire Air Quality and Planning Technical Guide</i> to deliver sustainable developments and deliver air quality improvements.
009	We will use our influence to promote low emission transport through the use of the <i>West Yorkshire Low Emission Procurement Guide</i> in the procurement of vehicles, goods and services and lead by example to reduce emissions from our own fleet operations.
010	We will continue to raise awareness of the impact of poor air quality with the public, policy makers and partners to improve air quality through changing behaviour, influencing policy, access funding and working together to deliver the objectives of this low emissions strategy.

3. Introduction

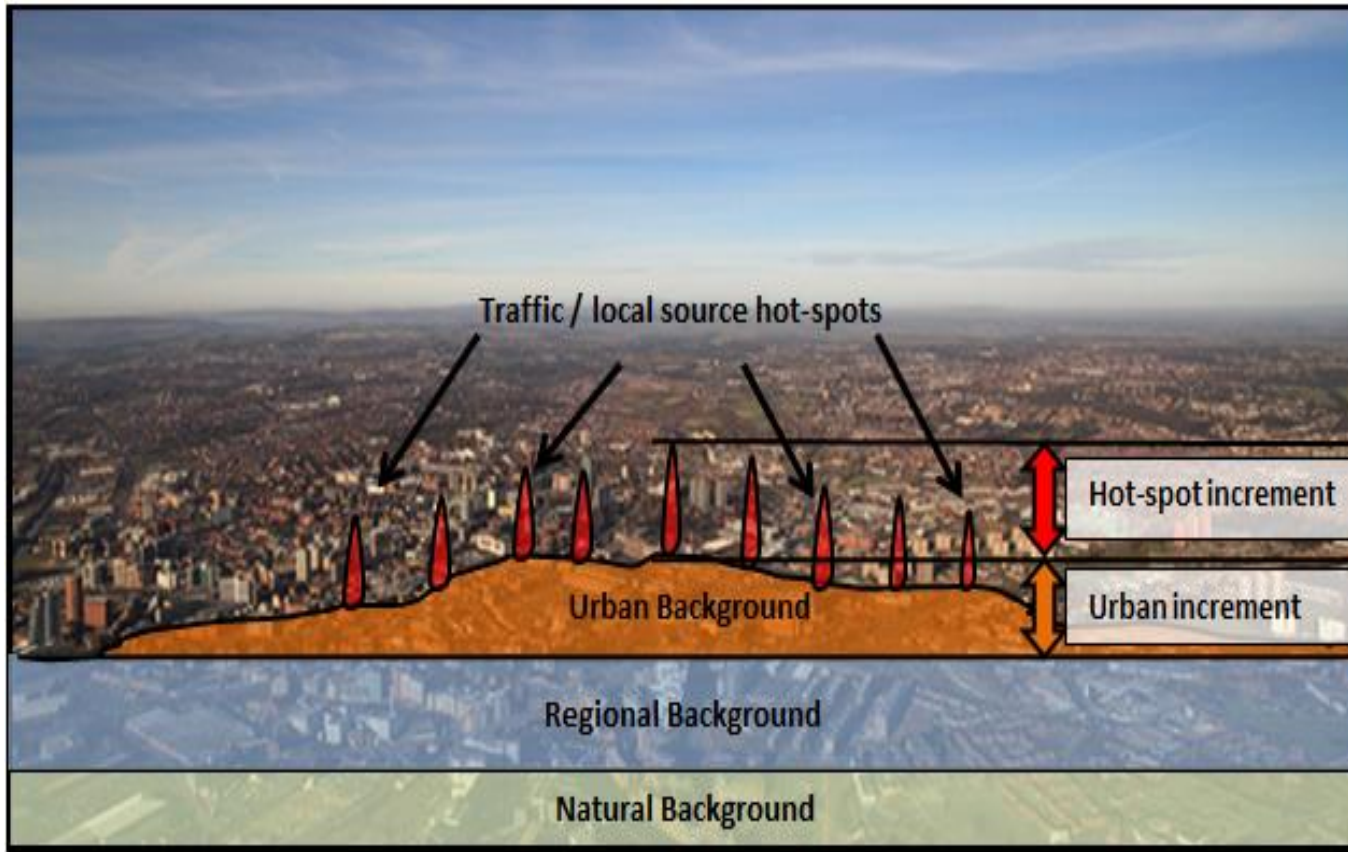
Breathing clean air, which does not adversely affect health, should be a basic requirement of any society. Air quality has improved significantly over recent decades from the days when smogs and smoke could be seen coming from chimneys in the region. Where visible smoke emissions, mainly from domestic and industrial combustion processes, were once the major cause of concern, today we face different, but no less significant challenges to our air quality although now the emissions are largely unseen and mainly come from the traffic on our roads.

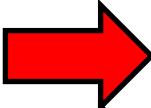
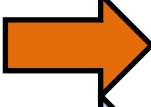


The “quality” of air describes its composition, i.e. the mixture of gases and fine particles in a given volume of air (usually one cubic metre (m³)). These gases and particles are made up from the millions of chemical, biological and physical reactions and processes that occur on a daily basis, including those resulting from human activities that we have all become used to in today’s world, such as driving a car, using public transport, generating heat and power, construction, agriculture, manufacturing and transport of goods and services. Emissions from these activities, together with the emissions from natural processes, add to the overall composition of the air we breathe.

Levels of air pollution are affected by a number of factors including the amount of primary pollution produced at source and how this is then dispersed in the atmosphere. However, the effect or impact that air pollution has depends on the level of exposure, (how much and for how long), and the susceptibility of the person (or other organism) to the particular pollutant or pollution mix.

Air pollution at a particular location is made up from a number of different pollution sources, both near and far, but generally the closer a person is to a pollution source and for a longer period of time the more likely they are to be exposed to “poor” air quality. Figure 1 illustrates how air quality becomes a problem due to “layers” of pollution building up from different sources. In rural or semi-rural areas the levels of pollution may mainly come from distant sources and therefore air quality is likely to be very good. In urban areas the amount of pollution from traffic and other sources can add to general background levels and can result in an elevated “urban background” so that the population living in that area is exposed to “poor” air quality. In other cases, although urban background levels may be below threshold levels which impact on health, localised pollution sources, for example a busy road or combustion plant can elevate the level of air pollution close to that source resulting in a local “hot-spot” of poor air quality and only the population in the “hot-spot” area will be affected.

Figure 1 - How air pollution builds up in urban areas (illustrative only).



Pollution from:	
	Vehicles on individual roads / junctions and local sources such as industry or construction activity.
	General urban traffic and contribution from heat / power combustion processes.
	Wider strategic road network, power stations, major industry, agriculture etc.
	Natural processes: storms, volcanoes, lightning, sea-salt, animal and plants etc.

The World Health Organisation has considered over thirty different pollutants that contribute to air pollution and recommended guideline values to help inform policy development for the protection of public health. The most common pollutants, and the ones which are considered to be a priority in terms of protecting public health, together with the WHO short-term and long-term guideline values are listed in Table 1 below.

Table 1: Air Quality Guideline Values (WHO)³		
WHO Guideline Values		
Pollutant	Short Term Exposure	Long Term Exposure (annual mean)
Nitrogen Dioxide (NO₂)	200 µgm ⁻³ (24hr)	40 µgm ⁻³
Particulate Matter (PM)	PM₁₀	50 µgm ⁻³ (24hr)
	PM_{2.5}	25 µgm ⁻³ (24hr)
Sulphur Dioxide (SO₂)	20 µgm ⁻³ (24hr) 500 µgm ⁻³ (10 min)	Not Required ⁴
Ozone (O₃)	100 µgm ⁻³ (24hr)	

Air pollution is monitored in the UK through a combination of measurement of pollutant concentrations at different locations and using computer modelling based on calculated emissions from various pollution sources. The results of this monitoring can be viewed on DEFRA's ambient air quality interactive map⁵, which provides data on background and roadside levels of air pollution. In addition, local authorities also monitor air quality at a local level, so overall we have a good understanding of the pollutants which are of concern and the sources of pollution which needs to be addressed.

Of the pollutants listed in Table 1, the Guideline Values for Sulphur Dioxide is consistently being met within West Yorkshire, largely as a result of a reduction in the use and content of sulphur containing fuels, such as coal, and the introduction of Smoke Control areas by local authorities. Ozone is not a primary source of pollution, but is produced through a photo-chemical reaction in the atmosphere with other pollutants, and therefore Ozone pollution is greatly affected by the amount and intensity of sunlight and the prevalence of other pollutants, such as Nitrogen Dioxide and Volatile Organic Compounds (VOCs). Ground-level Ozone is not exceeding the WHO guideline values within West Yorkshire, but there is a concern that levels may increase over time due the effect of climate change and the changing concentrations of other primary pollutants. Action to reduce primary pollutants,

³ [Air Quality Guidelines - Global Update 2005, World Health Organisation](#)

⁴ The short-term exposure value is considered sufficient for the protection of health.

⁵ <https://uk-air.defra.gov.uk/data/gis-mapping>

such as Nitrogen Dioxide, and limit greenhouse gases, such as Carbon Dioxide, will also have a beneficial effect in limiting Ozone production and therefore this Strategy, although not specifically aimed at Ozone, will also seek to achieve outcomes which will have a positive benefit on ground-level Ozone levels.

Levels of both Nitrogen Dioxide and Particulate Matter are exceeding WHO Guideline values in some urban areas of West Yorkshire. Both pollutants are largely associated with combustion processes, including internal combustion engine (ICE) vehicles (particularly those using diesel fuel), and the generation of heat and power using fossil fuels. Poor air quality occurs in areas where a large number of these combustion processes occur in close proximity to where people live and work – i.e. in urban areas and near to busy roads.

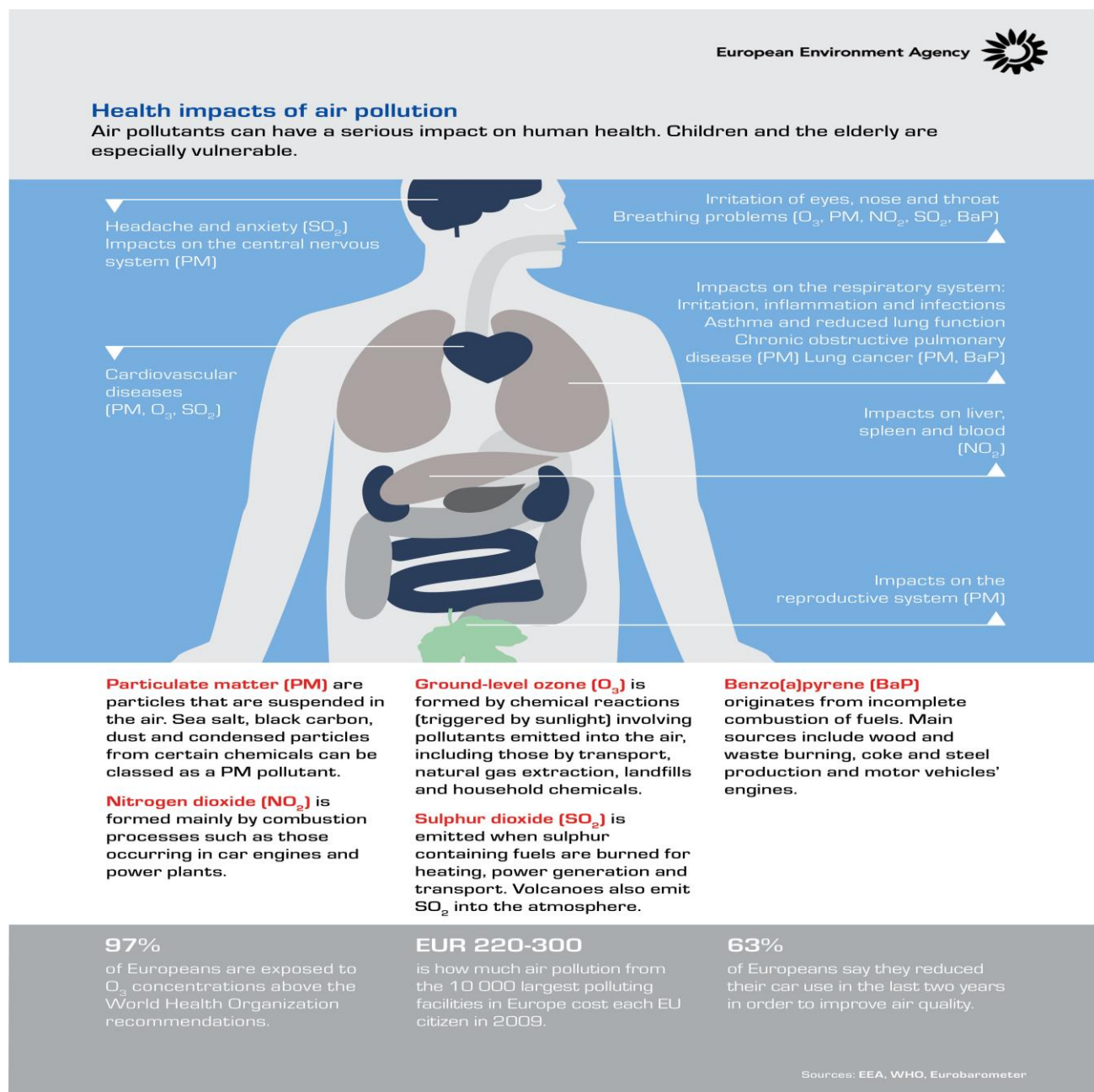
Everyone in West Yorkshire has a role to play in improving air quality, including individuals, businesses, public sector organisations and local and national Government. However, the West Yorkshire local authorities together with West Yorkshire Combined Authority (WYCA) recognise their collective role in shaping the region's economic, social and environmental future through their administrative and political decision-making powers and the allocation and use of public money. This Low Emissions Strategy provides a strategic framework to help shape regional and local strategies, policies and plans and demonstrate their commitment to ensure the people of West Yorkshire can continue to enjoy cleaner air over the next five years and for future generations.

4. Evidence for Change

4.1. Health Impact

The adverse health effects from short and long-term exposure to air pollution range from premature deaths caused by heart and lung disease to worsening of respiratory symptoms (i.e. asthma, chronic obstructive pulmonary disease (COPD, commonly known as chronic bronchitis), which lead to a reduced quality of life and increased health care costs. There is also evidence linking air pollution with lung and bladder cancer⁶, low birth weight babies⁷ and subsequent neurodevelopment problems in children⁸. The main health effects associated with air pollution are illustrated Figure 2 below:

Figure 2: Main health effects of air pollution (European Environment Agency)



⁶ Diesel Engine Exhaust Carcinogenic, International Agency for Research on Cancer, WHO, 12 June 2012

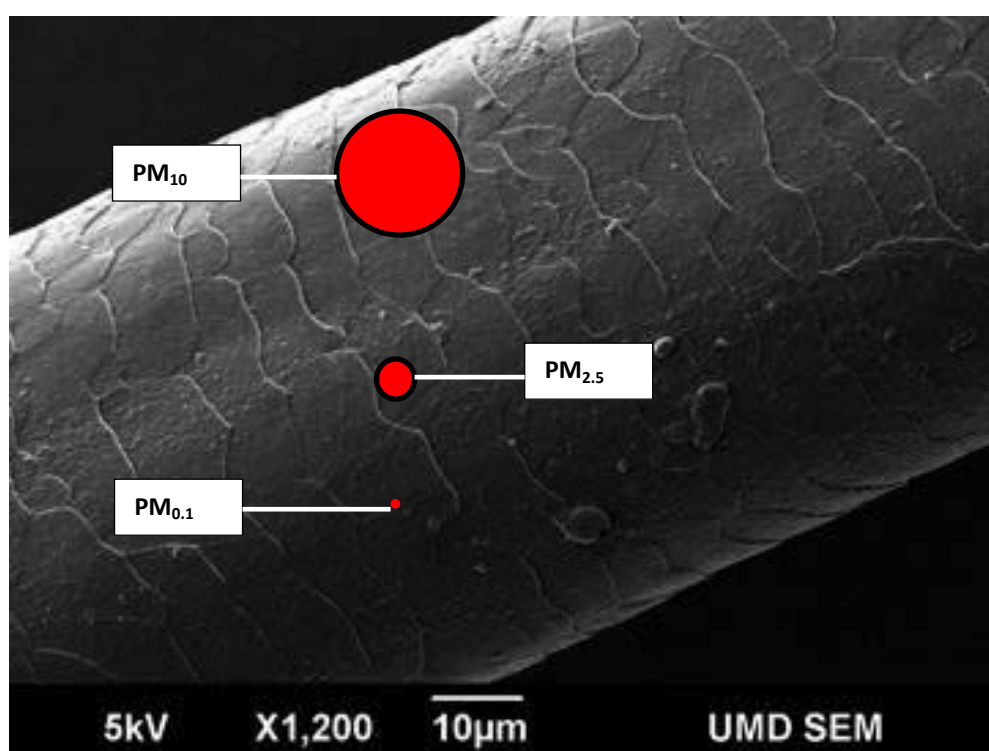
⁷ Ambient air pollution and low birthweight: a European cohort study (ESCAPE), The Lancet v1, No9 p695 - 704, Nov 2013

⁸ <http://bmjopen.bmj.com/content/6/6/e010004.full>

The two main pollutants of concern in urban areas of West Yorkshire are Nitrogen Dioxide (NO₂) and Particulate Matter (PM_n). The Committee on the Medical Effects of Air Pollutants (COMEAP), a panel of independent experts, provide advice on the associated health risk from various air pollutants based on the best available evidence. In 2015 COMEAP reported⁹ that the evidence linking exposure to NO₂ concentrations and adverse health effects such as asthma, respiratory conditions and increased cardiovascular risk has strengthened significantly over recent years and DEFRA estimate that this has an effect on mortality equivalent to 23,500 deaths annually in the UK¹⁰.

Particulate matter is the generic term used to categorise air pollution caused by very small particles which arise from a range of sources and are categorised by the particle size (Figure 3).

Figure 3: Particle size relative to human hair.



PM₁₀ – coarse particles (smaller than 10 microns / 0.01mm)

PM_{2.5} – fine particles (smaller than 2.5 microns / 0.0025mm)

PM_{0.1} – ultra-fine particles (smaller than 0.1 microns / 0.0001mm)

The small particle size means that that these pollutants are inhaled deep into the lung tissue and ultra-fine particles can pass into the bloodstream and circulate around the body and may lodge in tissue causing a disruption of function. Although much remains to be understood about the toxicity of different particle sizes, chemical composition and particle structure, COMEAP reports¹¹ a clear causal link between exposure to fine particulates and adverse impacts on health, estimated to have an effect on mortality equivalent to 29,000 deaths, 340,000 life-years lost across the UK.

⁹ [Statement on the Evidence for the Effects of Nitrogen Dioxide on Health, COMEAP \(March 2015\)](#)

¹⁰ [Improving air quality in the UK, Tackling nitrogen dioxide in our towns and cities, UK overview document, December 2015](#)

¹¹ [Statement on the Evidence for Differential Health Effects of particulate Matter According to Source or Components, COMEAP \(March 2015\)](#)

Using Public Health England (PHE) methodology¹² for assessing the health impact from particulate air pollution it is possible to understand the impact on mortality levels at a West Yorkshire Level (for PM_{2.5} fine particulate air pollution) (see Table 2). The figures show that an equivalent of one in twenty deaths in West Yorkshire can be attributed to exposure to fine particulate matter alone, which, when also taking into account the effect of other air pollutants, is likely to underestimate of the true impact on health and mortality.

	% Mortality	Equivalent number of deaths per year
West Yorkshire (total)	5.0%	992
Bradford	4.7%	213
Calderdale	4.5%	86
Kirklees	4.8%	173
Leeds	5.0%	329
Wakefield	6.0%	189

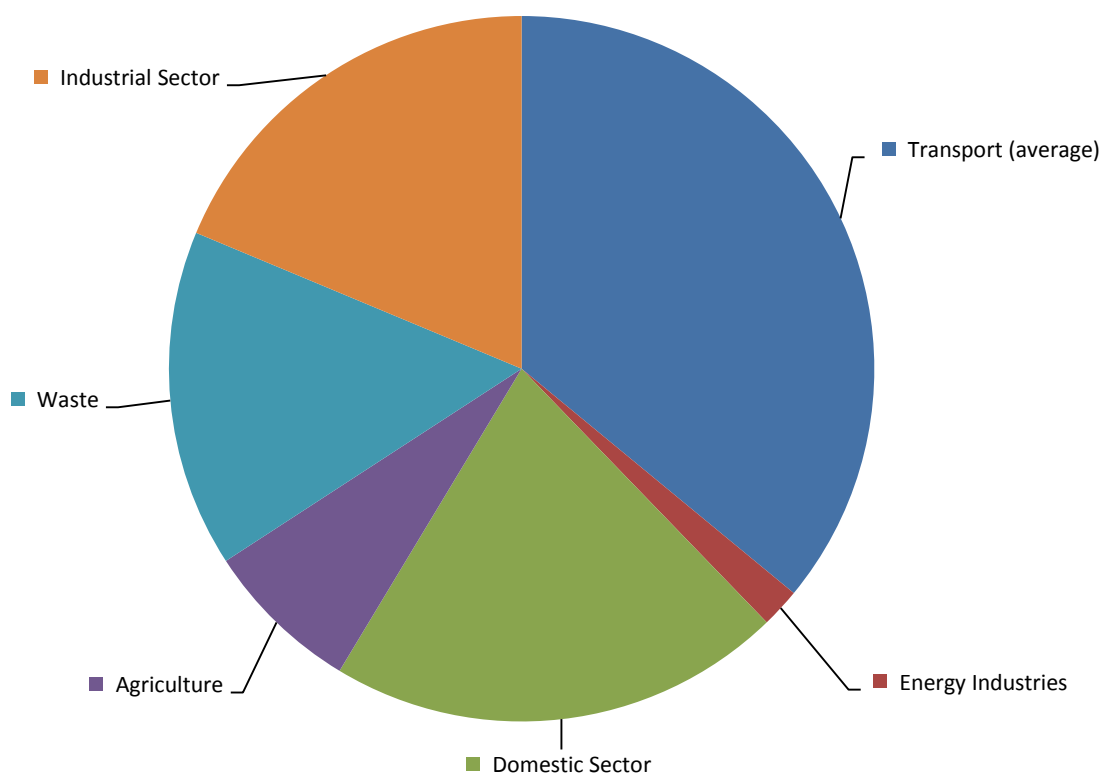
Premature death is the ultimate health impact associated with air pollution, but poor air quality particularly affects people with pre-existing respiratory and cardiac problems. It can be seen from Table 2 that the number hospital admissions for asthma, coronary obstructive pulmonary disease (COPD), and heart conditions (in this instance myocardial infarctions), in West Yorkshire are considerably higher than those for England as a whole. If the incidence rates for England were to apply in West Yorkshire there would be 678 fewer asthma admissions, 1,245 fewer for COPD and 463 fewer heart attacks. These figures give an indication of the levels of ill health and the size of the 'high risk' population that will benefit most from improvements in air quality in the region.

	Admissions per 1000 population		Additional admissions in West Yorkshire compared to England overall
	West Yorkshire	England	
Asthma	1.39	1.09	678
COPD	2.63	2.07	1,245
Myocardial Infarction	1.39	1.18	463

¹² [Estimating Local Mortality Burdens Associated with Particulate Air Pollution, Public Health England, 2014](#)

The mortality and morbidity effects of exposure to poor air quality can be translated into an economic cost to society. It is estimated that air pollution imposes a cost of £16 billion¹³ per year in the UK. HM Treasury together with DEFRA have developed guidance¹⁴ on how to quantify the economic impact that policies, plans and projects have on air quality. The guidance uses annual “damage costs” to quantify the impact of different pollutants from different sectors (Figure 4).

Figure 4: Relative Air Quality Damage Costs (PM and NOx) by Sector



Transport accounts for the most significant economic impact on air quality with an average “cost” of £44,430 and £25,252 per tonne of emissions for particulate matter (PM) and Oxides of Nitrogen (NOx) respectively. This impact is even greater in urban areas, for example in urban conurbations, such as large parts of West Yorkshire, the damage cost associated with transport rises to £107,965 and £61,365 per tonne for PM and NOx respectively.

The concept of damage costs associated with air quality is used later within this Strategy when considering “good growth” and particularly in relation to new developments and the role of the planning system to contribute to the achievement of sustainable development.

When considering interventions to reduce emissions and improve air quality, it is helpful to understand and compare the relative impact of different interventions. Leeds and Bradford Councils used this approach to help understand the health impact of introducing transport

¹³ <https://www.gov.uk/guidance/air-quality-economic-analysis>

¹⁴ [Valuing impacts on air quality: Supplementary Green Book guidance, HM Treasury and DEFRA, May 2013](#)

initiatives to reduce emissions as part of a Low Emission Zone (LEZ) feasibility study¹⁵. Table 4a summarises the estimated health benefit, in terms of actual health events being averted, if various transport initiatives were introduced. A further parameter used by health professionals to compare alternative health interventions is Quality Adjusted Life Years (QALY) which assigns a cost (or saving) to NHS and Personal Social Services (NHS / PSS) for each life year that is lost (or saved) as result of a particular health intervention.

The QALY framework was applied to the estimated health benefits arising from the LEZ study in a report¹⁶ carried out by the University of York, Centre for Health Economics and concluded that the QALY methodology should be applied when assessing interventions to improve air quality. A summary of the NHS / PSS benefits associated with the transport interventions considered as part of the LEZ study are summarised in Table 4b below.

Table 4a: Health Impact (Benefit) Associated with transport interventions modelled as part of a Leeds and Bradford Low Emissions Zone Feasibility Study.

Transport Intervention:		pre Euro IV buses and HGVs to Euro VI by 2016	pre Euro V buses to Euro VI by 2021	Ratio of Petrol : Diesel cars to year 2000 levels (50:50 to 80:20)	10% reduction in car journeys by 2021
Health Event	Pollutant	Number of Cases Averted per year	Number of Cases Averted per year	Number of Cases Averted per year	Number of Cases Averted per year
All-cause mortality	PM _{2.5}	15	18	18	19
Cardio-pulmonary deaths	PM _{2.5}	8	11	10	10
Coronary events (Bradford only)	PM _{2.5}	24	45	45	45
Low birthweight babies (at term)	PM _{2.5}	12	14	14	15
Low birthweight babies (at term)	NO ₂	19	38	45	37
Pre-term birth	PM _{2.5}	3	4	4	4
Cases of childhood asthma*	NO ₂	254	506	596	494

Table 4b: Estimated Cost Saving to NHS / PSS using QALY methodology.

Annual Saving	£3.9m	£5.5m	£5.5m	£5.7m
One-off Saving*	£4.3m	£8.6m	£10.1m	£8.4m

*One-off effect due to reduced prevalence of asthma – i.e. incidents no longer recur year on year.

This approach provides useful indicator of the magnitude of the impact which poor air quality has on health and the associated costs in providing NHS and Personal Social Services and also the benefits which targeted interventions, such as those considered as part of the LEZ feasibility study for Leeds and Bradford, can have on the wider population.

¹⁵ [Bradford Low Emission Zone Feasibility Study, Bradford Council Environmental Health Service, November 2014](#)

¹⁶ [A pharmacoeconomic approach to assessing the costs and benefits of air quality interventions that improve health: a case study, Lomas et al, BMJ Open, April 2016](#)

4.2. Legal Context

Note:

This Strategy was drafted prior to the UK referendum on membership of, and subsequent decision to leave the European Union and therefore this Section should be read within this in mind. It is too early to say how this decision will impact on the legal position with regard to the EU Air Quality Directive and domestic law and the possibility of legal action outlined below, however, we recognise the underlying importance of reducing emissions to improve and protect public health and therefore we will continue with the ambitions and objectives of this Low Emissions Strategy irrespective of our relationship within the European Union.

Although improving public health is the main driver for this Strategy, there is also a legal requirement through European and domestic law to improve air quality. Air Quality Directive 2008/50/EC¹⁷ sets out the obligations for Member States in terms of assessing ambient air quality and ensuring limit values for certain pollutants are not exceeded by a given target date. These legal requirements have been transposed into domestic law¹⁸. The limit values and target dates to be achieved for the two key pollutants of Nitrogen Dioxide and Particulate Matter are set out in Table 4.

		Limit Value (annual mean)	Target Date
Nitrogen Dioxide		40µgm ⁻³	1 st January 2010
PM ₁₀		40µgm ⁻³	1 st January 2005
PM _{2.5}	Stage 1	25µgm ⁻³	1 st January 2015
	Stage 2	20µgm ⁻³	1 st January 2020

It is worth noting that the limit values set out in the Air Quality Directive are influenced by the WHO Air Quality Guideline Values (Table 1), but they are not the same, this is particularly the case for the limit values for long term exposure to particulate matter, which are higher than the WHO Guideline values. A review¹⁹ of the evidence on which the air quality guidelines are based has shown that exposure to levels of particulate air pollution even below 10µgm⁻³ can have adverse health effects and demonstrate that ***there is no safe threshold of exposure to fine particulate matter***. In recognition of this the Directive further requires Member States to achieve an exposure reduction target for PM_{2.5}, which for the UK means achieving an average exposure target of 11µgm⁻³ by 2020. The Directive is therefore set in a legal and policy context to achieve improvements in air quality, but compliance with the Directive itself is not an assurance that air pollution will be at a level which will still not have any adverse health impact.

Each year DEFRA report on air pollution in the UK and compliance with the Air Quality Directive. These reports provide information of background (at 1km²) and roadside air pollution levels. For reporting purposes the UK is divided into 43 zones, one of which is the West Yorkshire Urban Zone.

¹⁷ [DIRECTIVE 2008/50/EC on Ambient Air Quality and Cleaner Air for Europe, \(21 May 2008\)](#)

¹⁸ [Air Quality Standards Regulations 2010](#)

¹⁹ [REVIHAAP Project: Technical Report, World Health Organisation \(2013\)](#)

The latest DEFRA report²⁰ indicates that in 2014 the limit value for PM₁₀ and PM_{2.5} was being met across the West Yorkshire Urban Area. More detailed consideration using DEFRA's Ambient Air Quality Interactive Map²¹ shows significant parts of urban West Yorkshire and particularly areas near to busy motorways and major roads are exceeding WHO guideline values and the 2020 exposure target for PM_{2.5} of 11µgm⁻³. Therefore, although levels of fine particulate matter are currently compliant with Air Quality Directive limit values, there is a continuing need to reduce particulate emissions even further in order to sustain compliance with the Directive and to further protect public health.

The current challenge for the West Yorkshire area in terms of compliance with the Air Quality Directive is achieving the limit value for nitrogen dioxide. DEFRA's annual report¹⁶ shows that levels nitrogen dioxide in parts of West Yorkshire, along with other major conurbations in the UK, were exceeding the EU limit value in 2014 and therefore continuing to breach the target compliance date of 2010.

The European Commission has commenced infraction proceedings against the UK Government for failing to meet the limit value for nitrogen dioxide and has indicated that it would like [the UK Government] ***“to achieve full compliance with existing air quality standards by 2020 at the latest”***. The implication being that continued failure to meet the limit value beyond 2020, could result in further legal action and possible infraction fines against the UK Government. It is also recognised that all public authorities have a role to play in improving air quality and DEFRA has written to all local authorities seeking their co-operation in achieving compliance with the air quality limit values, adding: ***“we feel we ought to remind you of the discretionary powers in Part 2 of the Localism Act under which the Government could require responsible authorities to pay all or part of an infraction fine”***.

In April 2015, in a case brought by Client Earth²², the Supreme Court ruled that the UK Government must submit new Air Quality Plans to the European Commission by the 31st December 2015 on how it intends to achieve compliance with the limit value for nitrogen dioxide in the shortest possible time. In December 2015 DEFRA duly published its Air Quality Plan for Nitrogen Dioxide in UK (2015)²³, including an overview document and specific plans for each zone, including the West Yorkshire Zone Plan²⁴. These Plans include an assessment of compliance with the limit value for nitrogen dioxide for each zone for the baseline year of 2013 and projection for compliance by 2020 and 2025 if no new measures, other than those already proposed, were to be implemented. The West Yorkshire Urban Zone, is one of eight in the UK where the annual mean limit value for nitrogen dioxide is predicted not to be achieved by 2020 unless additional measures as outlined in the Plan are implemented, which include the mandatory introduction of a Clean Air Zone (CAZ) within Leeds to control emissions from buses, coaches, taxis, HGVs and light goods vehicles (LGVs) together with additional measures such as traffic management, promoting alternative travel options and the use of alternative, low emission fuels and technology.

²⁰ [Air pollution in the UK 2015, DEFRA \(September 2015\)](#)

²¹ <https://uk-air.defra.gov.uk/data/gis-mapping>

²² [R \(on the application of ClientEarth\) \(Appellant\) v Secretary of State for the Environment, Food and Rural Affairs \(Respondent\) \[2015\] UKSC 28, 29 April 2015](#)

²³ [Air Quality Plan for Nitrogen Dioxide in UK, DEFRA \(2015\)](#)

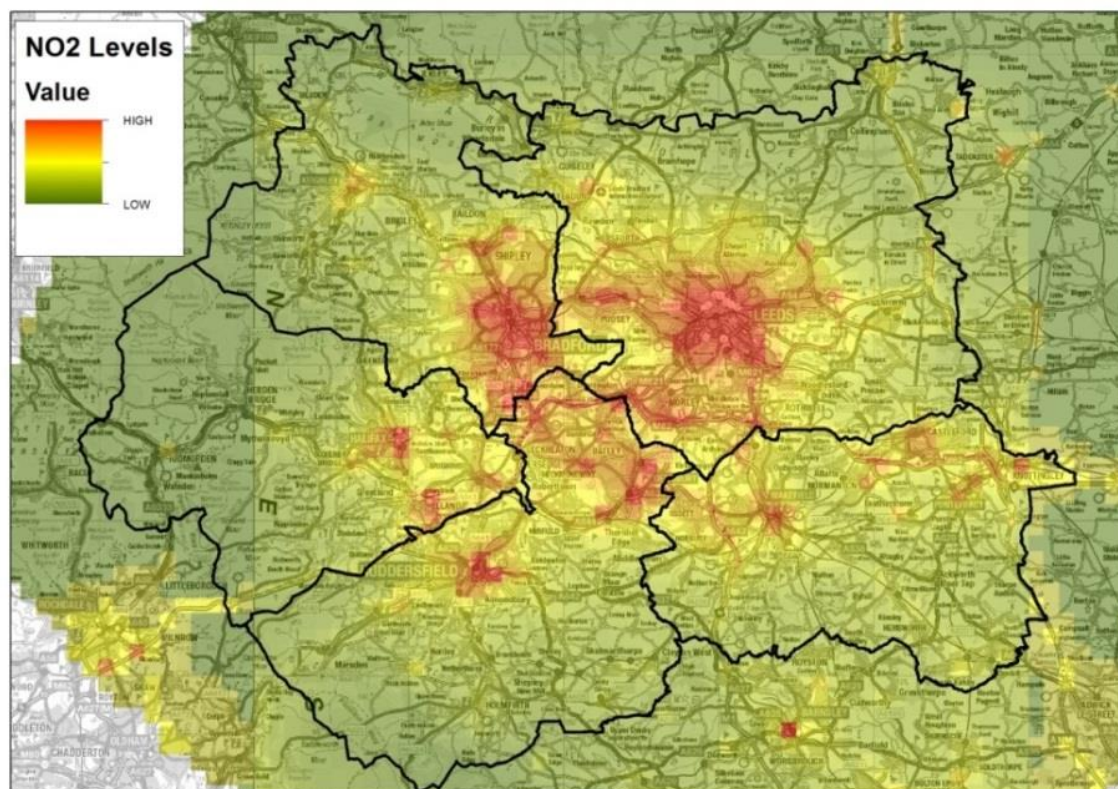
²⁴ [Air Quality Plan for the achievement of the EU air quality limit value for nitrogen dioxide \(NO2\) in West Yorkshire Urban Area \(UK0004\), DEFRA, December 2015](#)

In addition to the specific challenges faced in meeting the air quality limit values and the introduction of a Clean Air Zone within Leeds, other parts of West Yorkshire also need to achieve improvements in air quality and DEFRA's Air Quality Plan makes it clear that, as a minimum, ***all local authorities currently exceeding the air quality limit values should put in place a low emission strategy setting out a range of commitments and actions to tackle air pollution and achieve compliance as soon as possible.*** This Clean Air Strategy fulfils the collective ambitions and commitments to achieve the necessary improvements in air quality in West Yorkshire.

4.3. Air Quality in West Yorkshire

Air quality in West Yorkshire varies and is largely dependent on geographical location and proximity to the sources of air pollution. Figure 4 shows the modelled concentrations of nitrogen dioxide in West Yorkshire.

Figure 4: Modelled levels of nitrogen dioxide (NO₂) in the West Yorkshire area.

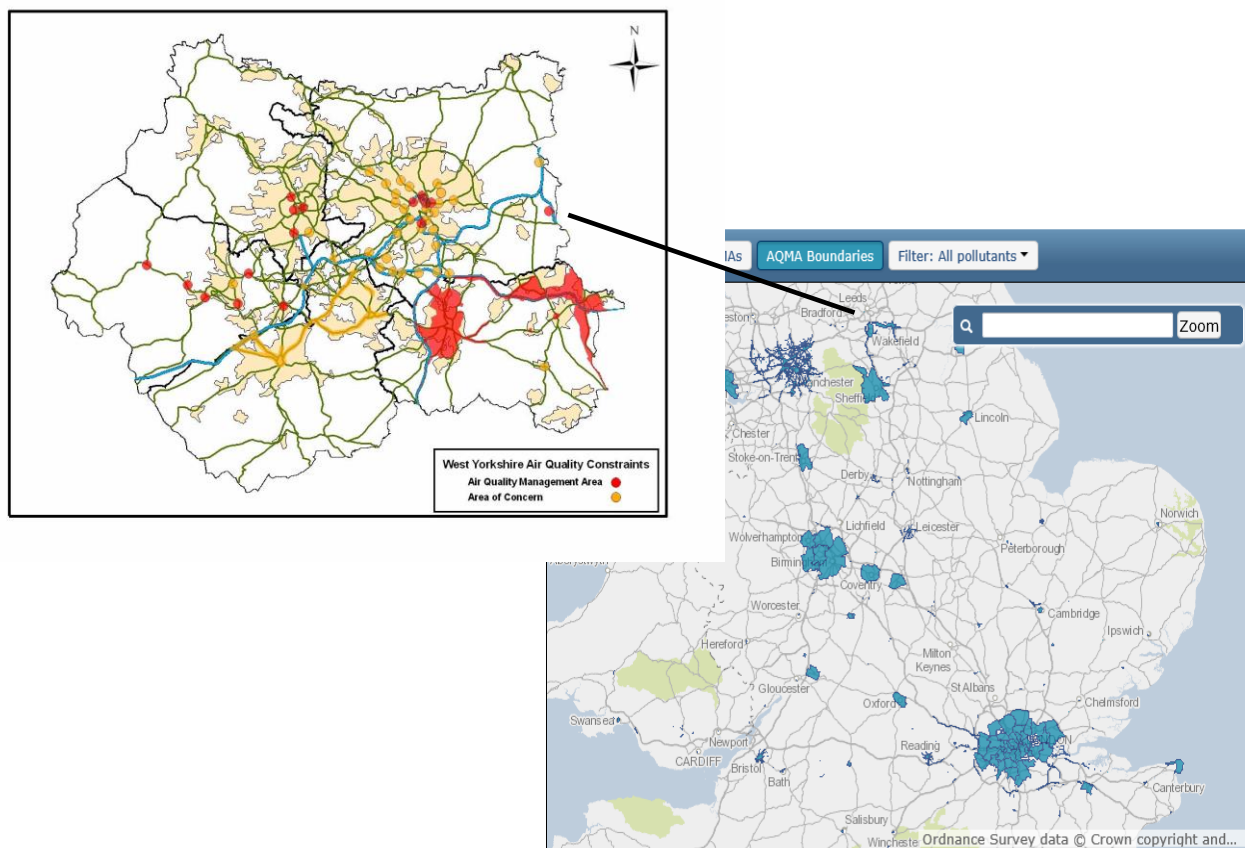


Local authorities are required to review and assess air quality in their administrative areas and declare air quality management areas (AQMA) if they find that air quality is exceeding objective levels²⁵. Twenty-nine AQMAs have been declared in the West Yorkshire area: 28 because of NO₂ concentrations and one because of particulate (PM₁₀) concentrations (Figure 5). All the AQMAs in the region have been declared because of pollution arising from road traffic.

These monitoring and modelling results tell us that air quality is poorest in urban areas and near to busy roads and is caused by emissions from road traffic.

²⁵ [National Air Quality Objectives and Limit Values, DEFRA](#)

Figure 5: Air Quality Management Areas Declared by Local Authorities

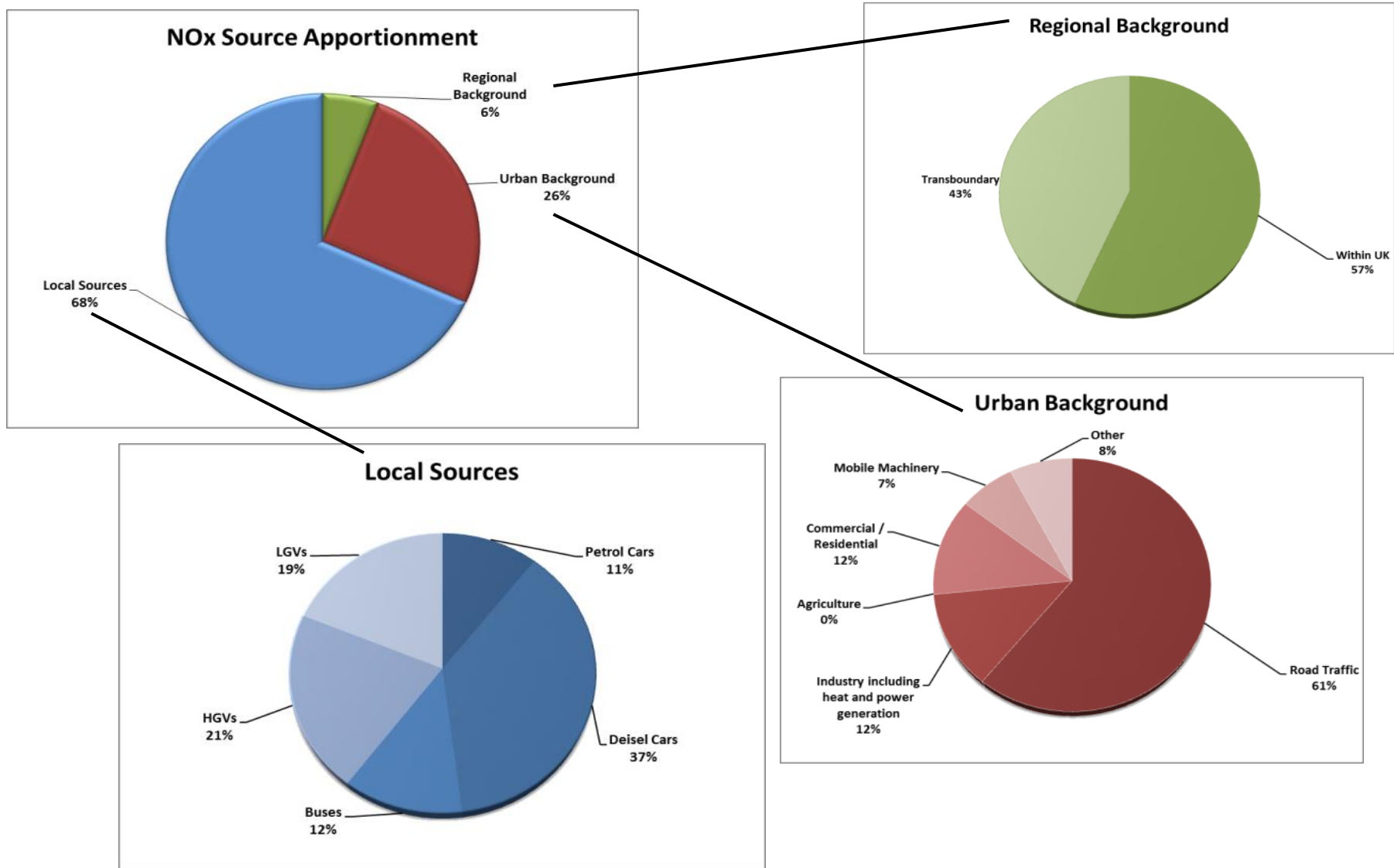


The West Yorkshire Plan for reducing Nitrogen Dioxide in West Yorkshire²⁶, published by DEFRA in December 2015, identified that areas of the West Yorkshire agglomeration are currently exceeding the air quality objective levels at roadside locations and that air pollution levels in some areas is not predicted to fall below the legal limits before 2020 unless targeted action (through the introduction of Clean Air Zones) is taken to reduce emissions from transport.

Figure 6 shows the sources of air pollution at the location identified within the West Yorkshire Plan as having the highest concentration of nitrogen dioxide air pollution. Although the specific source apportionment of air pollution will vary from place to place the sources identified are quite typical of the transport-related air pollution in other parts of the region and emphasise the need for this Strategy to focus on reducing transport emissions.

²⁶ [Air Quality Plan for Reducing Nitrogen Dioxide in West Yorkshire Urban Area UK0004, DEFRA, December 2015](#)

Figure 6: Modelled Concentrations of NO_x ($\mu\text{g m}^{-3}$) on the A58 within the West Yorkshire Urban Zone by Source²⁷



²⁷ [Air Quality Plan for the achievement of the EU air quality limit value for nitrogen dioxide \(NO₂\) in West Yorkshire Urban Area \(UK0004\), DEFRA, December 2015](#)

5. Creating a Low Emission Future

5.1. Links with other Strategies, Policies and Plans

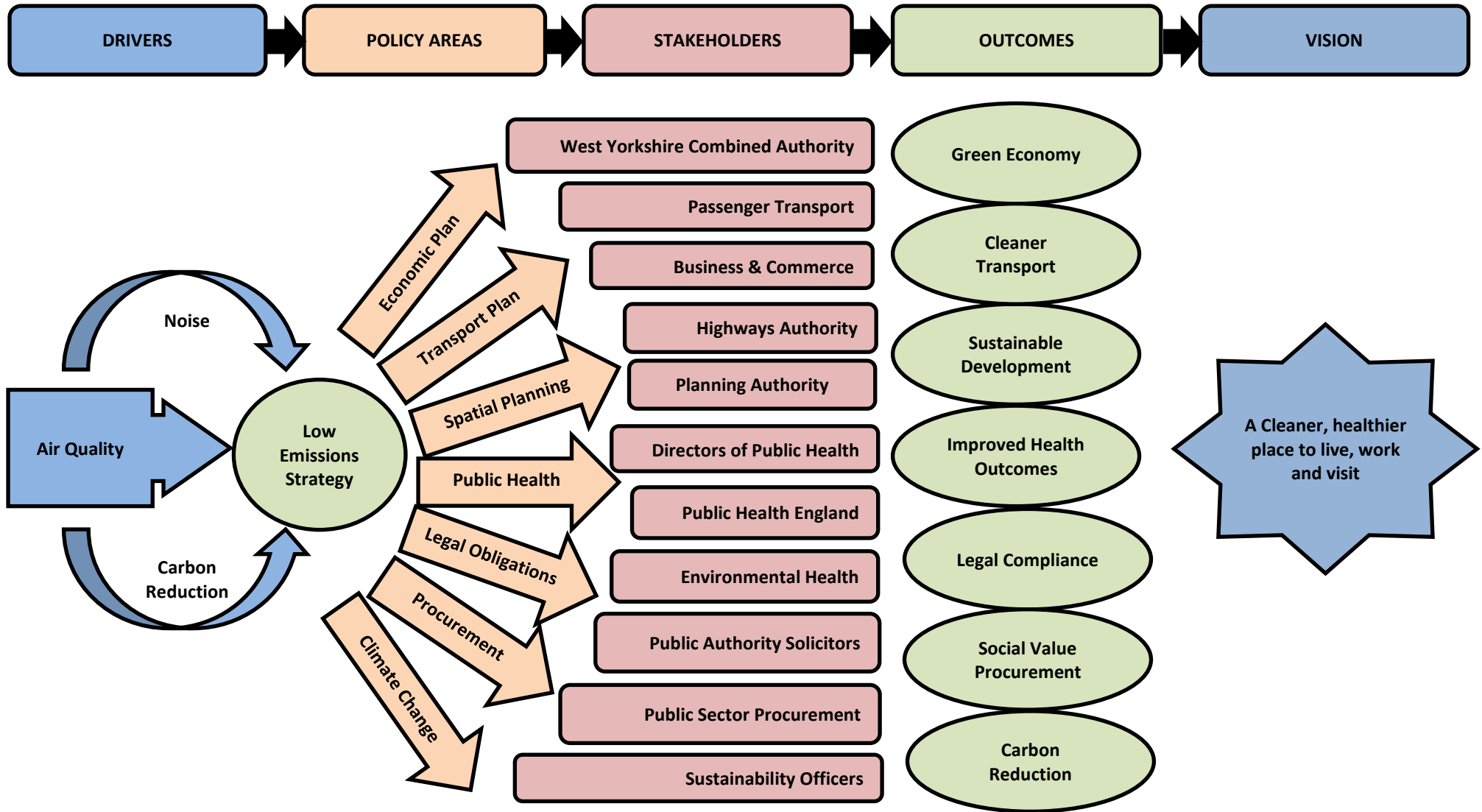
This Low Emissions Strategy should be used to help inform and influence other relevant strategies, policies and plans both at a regional and local level and Figure 7 illustrates how the WYLES links with other policy areas and key stakeholders. It is also important to ensure that this Strategy is informed by, and is consistent with, the wider strategic priorities for the region. Notable regional strategies are the Leeds City Region Strategic Economic Plan 2016 - 2036²⁸ and the developing West Yorkshire Transport Strategy 2016 – 2036²⁹, which set out the over-arching plans for the economy and transport over the next 20 years. As well as these regional strategies each local authority has implemented or is in the process of implementing local development plans, which set out each local authority's plans and policies for the allocation of land for employment, housing and other uses.

These Strategies and Plans will result in additional jobs and housing for the region, which has the potential to create more air pollution, particularly from transport, and it is therefore important to consider how regional and local growth will impact on air quality now and in the future and how we take the opportunities which arise from this growth to improve the environment and places where we live and work. These Strategies and Plans and how they link with this Low Emissions Strategy are considered in further detail below.

²⁸ [Leeds City Region Strategic Economic Plan 2016 - 2036, Leeds Enterprise Partnership, May 2016](#)

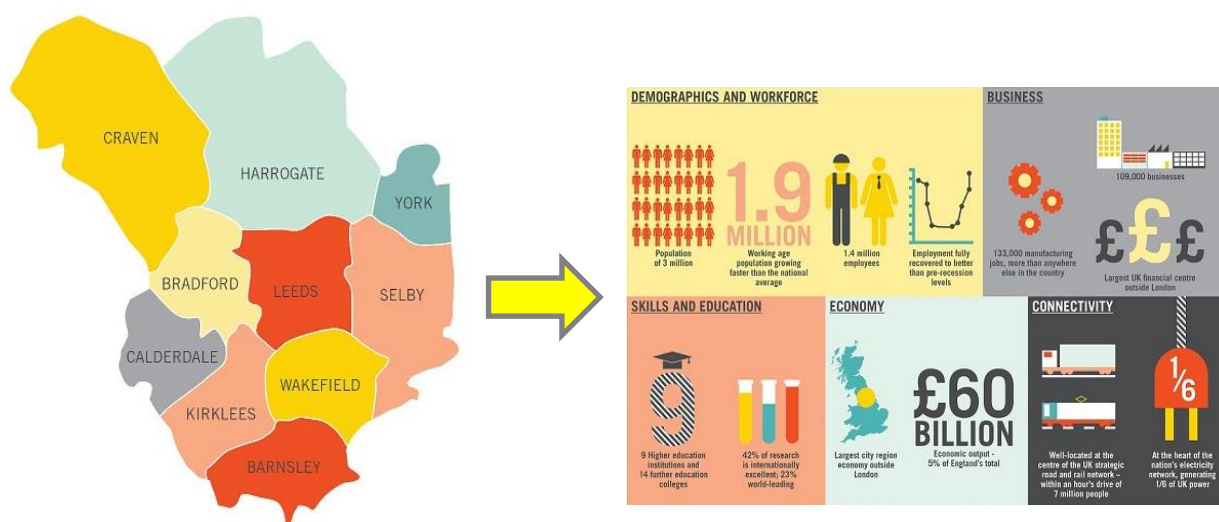
²⁹ [Single Transport Plan, West Yorkshire Combined Authority](#)

Figure 7: West Yorkshire Low Emission Strategy and links to other key Policy Areas



5.2. Leeds City Region Strategic Economic Plan 2016 – 2036

The Leeds City Region has the biggest economy outside London and the Leeds Enterprise Partnership (LEP), together with other partners, are working to improve the economic prosperity of the region. In May 2016 the LEP updated its Strategic Economic Plan (SEP) for the region with an overall ambition of delivering upwards of 35,000 jobs and an additional £3.7 billion of annual economic output by 2036.



Central to the SEP is the concept of “Good Growth”, to support and grow businesses that deliver good jobs, higher wages, better standards of living and improvements to the environment and places where people live and work. The SEP priorities include Clean Energy and Environmental Resilience (Priority 3), and although principally aimed at reducing CO₂ emissions and adapting to climate change, it sets out the principle that the environment is a key priority while growing the economy. In delivery economic growth, the SEP therefore creates potential risks to air quality, but also has the potential to deliver air quality improvements which complement this Low Emissions Strategy. The key opportunities and risks from the SEP are highlighted in Table 5 below.

The Strategic Economic Plan therefore provides significant opportunity and potential access to funding to improve air quality and help deliver the objectives of this Low Emissions Strategy. Priority 3: Clean Energy and Environmental Resilience provides some of the most significant opportunities to contribute to the objectives of this Strategy through the development. We will work with our partners to maximise the opportunities presented by the SEP, and also raise awareness of the potential risks to air quality and ensure these are fully considered and impacts are mitigated.

Table 5: Leeds City Region Strategic Economic Plan 2016 to 2036 - Opportunities and Risks to Air Quality		
	Opportunities	Risks
Priority 1: Growing Businesses	<ul style="list-style-type: none"> • <i>Investment in Low Carbon and Environmental industries.</i> • <i>Improved Digital Capacity: reducing reliance on travel and transport.</i> • <i>Embedding resource efficiency to support business productivity.</i> 	<ul style="list-style-type: none"> • <i>Generation of more traffic on our roads.</i> • <i>More businesses using more energy and creating more emissions.</i>
Priority 2: Skilled People, Better Jobs	<ul style="list-style-type: none"> • <i>Skilled workforce in low Carbon, resource efficiency and environmental industries.</i> • <i>Higher paid jobs: more likely to invest in cleaner vehicle technology.</i> 	<ul style="list-style-type: none"> • <i>More people travelling to work, education or training.</i>
Priority 3: Clean Energy and Environmental Resilience	<ul style="list-style-type: none"> • <i>Reduction in Carbon-based fuels and development of low emission fuels and technology (e.g. Hydrogen, hydro-electric, wind, solar etc).</i> • <i>More resource efficient businesses.</i> • <i>More and better use of trees and green space (Green Infrastructure) to promote active travel and help improve air quality.</i> 	<ul style="list-style-type: none"> • <i>Decentralised energy production: localised power and heat generation may cause localised air quality problems.</i> • <i>Biomass fuels: risk of higher particulate and NOx emissions.</i>
Priority 4: Infrastructure for Growth	<ul style="list-style-type: none"> • <i>Improved Public Transport, more capacity and better connectivity.</i> • <i>Reduced congestion.</i> • <i>Removal of traffic from town and city centres.</i> • <i>Investment in Walking and Cycling infrastructure.</i> • <i>Infrastructure to support alternative, low emission transport: e.g. electric / hydrogen / gas vehicles</i> 	<ul style="list-style-type: none"> • <i>Greater capacity on roads generating more emissions from vehicles.</i> • <i>Moving air quality problems away from city centres to residential areas.</i>

5.3. West Yorkshire Transport Strategy 2016 – 2036 (Draft)

An efficient and effective transport system is of vital importance for connecting people to the places they need to be and to support businesses and the local economy, but at the same time we know that transport contributes most to local air quality problems. Our plans and investment strategies for transport now and in the future are key to ensuring air quality improves and the objectives of this Low Emissions Strategy are met.

The impact transport has on the environment is recognised in the current West Yorkshire Local Transport Plan 2011 to 2026³⁰ (LTP), with a particular commitment to progressing to a low Carbon, sustainable transport system. However, emissions from transport which contribute to poor air quality (NO_x and PM) have not fallen in the way that was predicted when the current Transport Plan was drafted, largely due to the growth of diesel cars and the failure of Euro standards to achieve the expected reduction in exhaust emissions in real-world driving conditions. Reducing CO₂ emissions continues to be an important feature of transport policy, but it is recognised that more action in the short to medium term is required to also reduce transport emissions which cause air quality problems at a local level.

West Yorkshire Combined Authority (WYCA) is developing a new Transport Strategy³¹, which will replace the current LTP and support the economic ambitions outlined in the Strategic Economic Plan, running alongside the same twenty-year time-frame.

Although yet to be finalised, the Transport Strategy is likely to have a number of core themes to improve the transport network and making a positive contribution to the places where we live and work. The importance of improving air quality and delivering benefits to health and the environment will feature strongly, cutting across all the core themes of the Strategy and linking closely with this Low Emissions Strategy.

The draft Transport Strategy offers many opportunities to make a positive contribution to air quality and, although to a far lesser extent, also presents some risks to improving air quality which are highlighted in Table 6.

Table 6: Draft West Yorkshire Transport Strategy 2016 to 2036 - Opportunities and Risks to Air Quality		
	Opportunities	Risks
Theme 1: Road Network	<ul style="list-style-type: none"> • <i>Reducing congestion.</i> • <i>Support for multi-modal travel, including park and ride, park and rail and cycling facilities.</i> • <i>Managing vehicle use in town and city centres.</i> • <i>Support for ultra-low emission vehicles – e.g. electric charging network.</i> • <i>Support for alternative fuels in the freight sector – e.g. CNG / LNG and biofuels.</i> • <i>Better walking and cycling routes.</i> 	<ul style="list-style-type: none"> • <i>Greater capacity on roads, leading to more vehicles and more emissions.</i>
Theme 2: Places to Live and Work	<ul style="list-style-type: none"> • <i>People-friendly town and city centres, encouraging walking and cycling and reducing dominance of cars.</i> • <i>Better rail and bus transport hubs to encourage greater public transport use.</i> 	<ul style="list-style-type: none"> • <i>None</i>

³⁰ [My Journey, West Yorkshire Local Transport Plan 2011 to 2026](#)

³¹ <http://www.westyorks-ca.gov.uk/stp-survey/>

	<ul style="list-style-type: none"> • <i>Enhancing community settings to create safer, healthier and more attractive places to live and work.</i> 	
Theme 3: One System Public Transport	<ul style="list-style-type: none"> • <i>Improved connectivity and capacity of local, regional and national rail network, including HS2.</i> • <i>Electrification of trans-Pennine railway routes.</i> • <i>A new Bus Strategy³² to improve bus services and increase bus use.</i> • <i>Reducing emissions from buses to directly benefit air quality.</i> 	<ul style="list-style-type: none"> • <i>Investment by commercial bus and train operators to improve bus fleets, rolling stock and infrastructure.</i>
Theme 4: Smart Futures	<ul style="list-style-type: none"> • <i>Using the latest technology to improve traffic management.</i> • <i>Smart Card to support multi-modal travel.</i> • <i>Better information to support public transport.</i> 	<ul style="list-style-type: none"> • <i>Measures to reduce congestion may not translate to reduced emissions.</i>
Theme 5: Asset Management	<ul style="list-style-type: none"> • <i>Improved condition of highway infrastructure to reduce congestion, and support cycling and walking.</i> • <i>Incorporation of green infrastructure to highway improvement schemes.</i> • <i>Improved energy efficiency and resource efficiency.</i> 	<ul style="list-style-type: none"> • <i>Better roads could create more vehicle use and reinforce car dominance.</i>
Cross-cutting Theme: Environment, Health & Wellbeing and Inclusion	<ul style="list-style-type: none"> • <i>Adoption of the West Yorkshire Low Emissions Strategy.</i> • <i>Implementation of Leeds Clean Air Zone</i> • <i>Electric vehicle recharging infrastructure.</i> • <i>Moving to near zero bus emissions.</i> • <i>Green infrastructure to enhance the environment and promote active travel options.</i> • <i>Investment in cycling infrastructure.</i> • <i>Safer roads which are pedestrian and cyclist friendly.</i> 	<ul style="list-style-type: none"> • <i>None</i>

The Transport Strategy and the funding which flows from its implementation through successive delivery plans will form one of the primary means by which the objectives of this Low Emissions Strategy are delivered. The West Yorkshire local authorities, together with West Yorkshire Combined Authority and the various partners and stakeholders will continue to work together to implement the complimentary objectives of this Low Emissions Strategy and the West Yorkshire Transport Strategy.

³² [Bus Strategy, West Yorkshire Combined Authority](#)

5.4. Local Development Plans and Development Management

Local Council planning departments consider how land in their districts should be developed for housing, employment and other uses and determines the policies that should be applied when considering individual development proposals. Sustainability is at the heart of planning policy, whereby environmental, social and economic factors are considered when developing Local Plans and when determining individual planning applications. National Planning Policy Framework (NPPF)³³ (Figure 8) recognises the importance of air quality and sustainable transport when deciding where new development is needed and when determining individual planning applications.

Figure 8: Extracts from National Planning Policy Framework (NPPF)

National Planning Policy Framework – Para 35:

Plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people. Therefore, developments should be located and designed where practical to

- *accommodate the efficient delivery of goods and supplies;*
- *give priority to pedestrian and cycle movements, and have access to high quality public transport facilities;*
- *create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones;*
- *incorporate facilities for charging plug-in and other ultra-low emission vehicles; and*
- *consider the needs of people with disabilities by all modes of transport.*

National Planning Policy Framework – Para 124:

“Planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with local air quality action plans”.

National Planning Practice Guidance (NPPG)³⁴ provides further detailed guidance and states Local Plans should:

- Consider the potential cumulative impact on air quality from developments.
- Consider the impact of point-sources of air pollution, for example industrial emissions.
- Where air quality may be unacceptable, identifying measures for offsetting the impact including supporting measures in an air quality action plan or **low emissions strategy**.

³³ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

³⁴ <http://planningguidance.planningportal.gov.uk/>

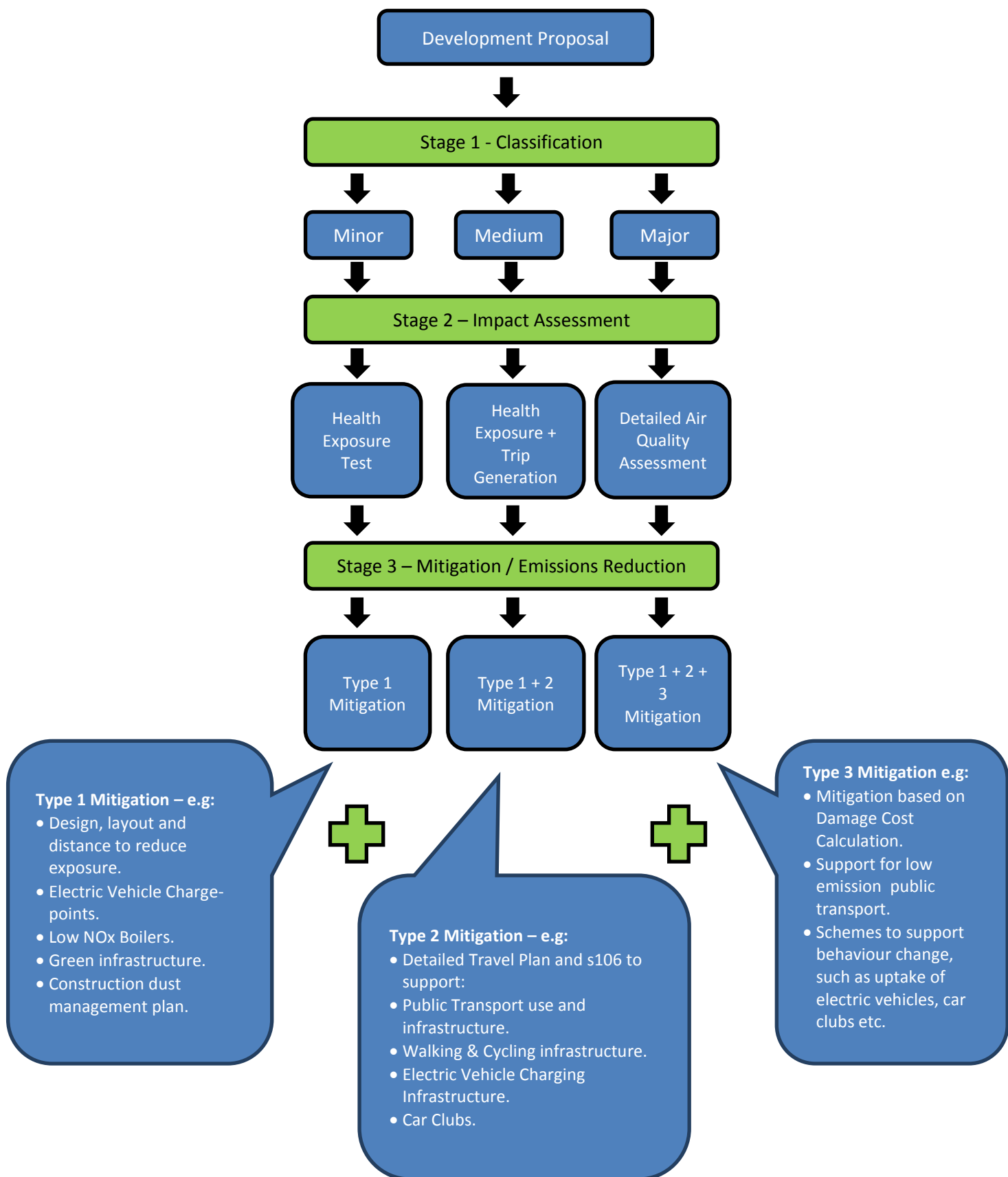
West Yorkshire planning authorities use the Health Impact Assessment³⁵ methodology to assess the impact of certain major developments and each has local planning policies which ensure air quality and other environmental considerations are taken into account when taking planning decisions.

One key strand of the WYLES has been the development of an ***Air Quality & Planning Technical Guide*** to assist developers, consultants, air quality officers and planning authorities to ensure that the principles of sustainable development, with particular reference to air quality, are satisfied when making planning decisions. The Guide, which is a key supporting document of this Low Emissions Strategy, will be used by the West Yorkshire local authorities to help assess the air quality impact of developments and ensure mitigation measures are incorporated into development proposals. The Guide provides a three stage process (Figure 9) which leads the developer through a step-by-step pathway to understand what is required to mitigate the impact that a development would otherwise have on air quality. The concept of Damage Costs associated with Particulate and NO_x emissions from the development (see Section 4.1 above) are used to help inform the scale and kind of mitigation required and that this is proportionate to the impact on air quality.

Because poor air quality is mainly associated with emissions from road traffic, the Planning Guide necessarily leans towards reducing emissions from transport through the promotion and support for public transport, cycling and walking and low emission vehicles, however the guide can equally be used to consider emissions from developments which impact on air quality in ways other than increased traffic, such as emissions from industrial processes, energy and heat production, construction and minerals extraction. Non-transport mitigation options, such as low NO_x boilers, emission abatement technology, green infrastructure and dust management plans are examples of how emissions from non-transport sources could be reduced or controlled.

³⁵ [Health Impact Assessment, Wakefield Council](#)

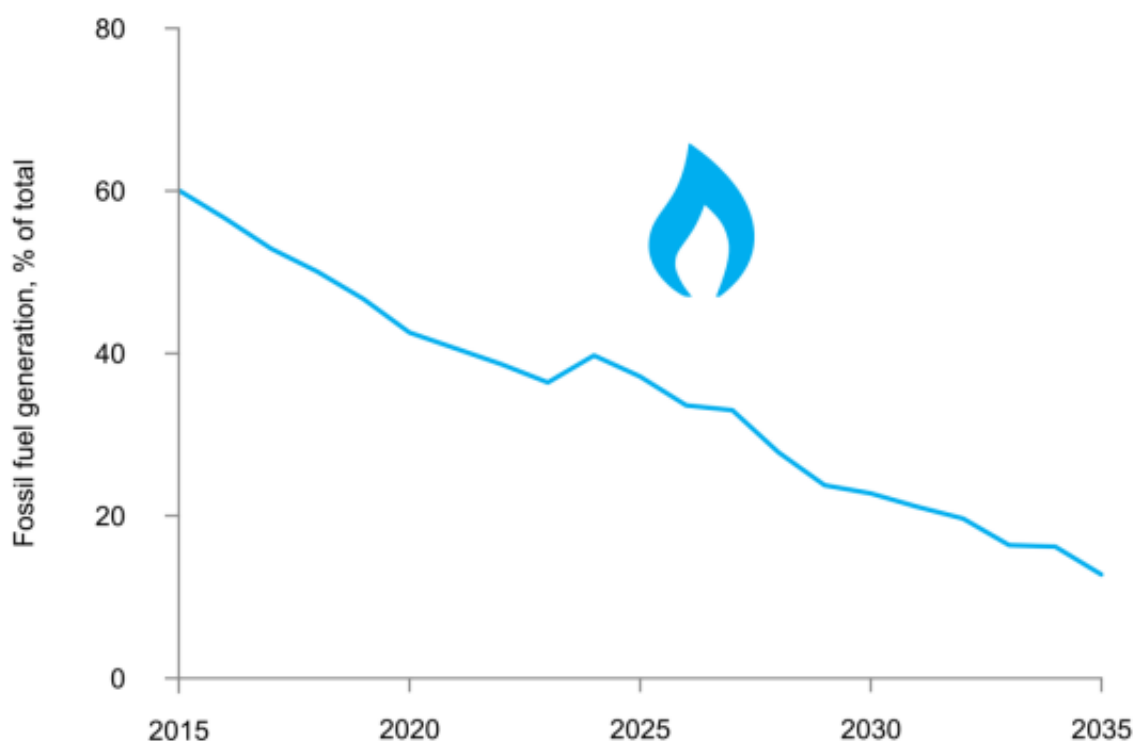
Figure 9: Air Quality & Planning Technical Guide – How it Works.



5.5. Emissions from Energy Production and Use

We use electricity and heating in our everyday lives, although most of us are largely unaware of the type of fuel or technology used to generate the electricity or the resulting emissions to the environment. The way in which electricity and heat used in homes and businesses has changed considerably and is set to continue on this journey as Government policy and the need to address climate change concerns drives low-Carbon alternatives. It is predicted that electricity generated from fossil fuels will fall from 60% in 2015 to just 13% by 2035³⁶ (Figure 10), with greater reliance on nuclear and renewable energy sources. All coal-fired power stations are set to close by 2025, and major power stations in the region such as Ferrybridge C, Eggborough and Drax have either already moved or are planning to move to alternative fuels, such as energy from waste or biomass, although there is likely to be continued investment in gas-fired power generation.

Figure 10: Projected fall in electricity production from fossil fuels 2015 to 2035³⁶.



In terms of air quality, emissions from large power stations contribute mainly to regional or trans-boundary pollution and are therefore not directly associated with localised hot-spots which cause air quality problems in our town and city centres and near to busy roads. The WYLES focus is therefore to reduce emissions from transport sources, however, we are also aware that the change in energy markets and energy policy can have a knock-effect on local air quality, which we must be mindful of and be prepared for. There are two emerging issues that have the greatest potential to have an adverse impact on air quality: decentralised heat and

³⁶ [Updated Energy and Emissions Projections 2015, DECC, February 2016](#)

energy production (i.e. combustion processes to generate heat or power near to where people live and work rather than from a regional power-generating station), and the use of some alternative fuels such as biomass, waste and wood-burning, which can give rise to higher particulate and NO_x emissions when compared to other fuels such as natural gas. The combination of local heat / power generation using a fuel such as biomass, has the greatest potential to adversely impact on local air quality.

In almost all cases the installation of a localised heat or power generating facility, such as a Combined Heat and Power plant (CHP), District Heating Scheme or Short Term Operating Reserve (STOR) facility will require planning permission and the impact of emissions will be fully considered as a part of any planning application process as outlined above. In some cases, such as with some District Heating and CHP Schemes, local authorities themselves will be instrumental in pursuing such developments as part of the wider drive to be more energy efficient, reduce CO₂ emissions and tackle fuel poverty. Where local authorities are directly involved in such schemes we will ensure that the full impacts on air quality are considered at the earliest opportunity as part of any feasibility study.

There has been a recent increase in the number of planning applications for STOR facilities, often multiple diesel generators that can be switched on at short notice under contract with the National Grid to meet a short-term demand for energy. These facilities are a significant concern in terms of air quality, particularly if located near to where people live or work, because particulate and NO_x emissions can be very high over a short period of time. These facilities also tend to fall outside of other regulatory control such as the need to have an Environmental Permit which applies for larger combustion plant. We believe that these combustion facilities should be subject to the same regulatory control of emissions as other larger combustion processes and will seek to influence and support Government to introduce regulation in this regard. In the meantime, planning applications for STOR facilities will be closely scrutinised as part of the planning application process to ensure air quality concerns are adequately addressed.

In addition to considering emissions from new combustion facilities at the planning application stage, local authorities also have a further regulatory role in relation to controlling emissions and considering chimney heights under Clean Air Act³⁷, Environmental Permitting Regulations³⁸ and statutory nuisance control³⁹. Local authorities already widely use these powers to control emissions from domestic, commercial and industrial combustion processes and activities. Local authorities will continue to use these powers to control and contribute to improving local air quality.

In terms of the evolving energy sector it is also worth a note on how hydraulic fracturing (“fracking”) technology in the extraction of shale gas could impact on air quality. There are currently limited studies on the fracking process within the UK although some research⁴⁰ suggests that the process does produce emissions such as methane, VOCs, particulates and

³⁷ [Clean Air Act 1993](#)

³⁸ [Environmental Permitting \(England and Wales\) Regulations 2010](#)

³⁹ [Environmental Protection Act 1990](#)

⁴⁰ [A Public Health Assessment of Shale Gas in England, Medact, 2016](#)

oxides of nitrogen which would adversely impact air quality. Areas within West Yorkshire have been identified⁴¹ as having potential shale gas reserves and it would be necessary for any subsequent planning application for exploration or extraction to be fully considered, including any potential impact on air quality, by the relevant minerals planning authority.

As outlined in section 5.1 above, a key feature of the Leeds City Region Strategic Economic Plan 2016 to 2036 is investment in renewable energy, energy efficiency and tackling fuel poverty. Some specific areas which have the potential to support this low emissions strategy are:

- H-21 Project looking into the possibility of using existing gas pipeline infrastructure to transport hydrogen as a fuel to be used in homes, businesses and potential transport fuel resulting in zero emissions at point of use.
- Developing alternative transport fuels and technologies including CNG / LNG, bio-methane, hydrogen and electric vehicle charging infrastructure.
- Incorporating Green Infrastructure (trees and other vegetation) as an integral part of infrastructure projects.
- Improved energy efficiency in businesses.
- Home energy improvements to reduce fuel poverty.

In developing these themes the Leeds Enterprise Partnership will help address air quality and contribute to the objectives of this Low Emissions Strategy.

⁴¹ [On-shore Licences and Prospective Areas for Shale Gas, DECC](#)

5.6. Active Travel: Walking & Cycling

Active travel is cheap, inclusive and accessible, but is also the ultimate “low emission vehicle”. Choosing to walk or cycle instead of getting in the car will not only reduce air pollutants and help with traffic congestion it will also:

- Improve health and well-being for the individual - Inactivity has a health effect comparable in scale to that of air quality. Eliminating inactivity in the UK would cut mortality rates by 7.5%⁴².
- Promote a vibrant local economy.
- Benefit community cohesion.

Figure 11 below shows the economic benefits each year of getting just one child to walk or cycle to school⁴³.

Figure 11 – Illustration of the health benefits from walking and cycling.



The Government is currently drafting a Cycling and Walking Investment Strategy (CWIS)⁴⁴ which outlines a transformational vision with the aim that **“cycling and walking is the natural choice for shorter journeys, or as part of longer journeys”**. The draft CWIS identifies three priority areas (Figure 12):

- Better Safety
- Better Mobility
- Better Streets

⁴² http://www.panorama.am/en/current_topics/2015/01/15/inactivity-deaths/

⁴³ Kings Fund infographic 2014

⁴⁴ [Draft Cycling and Walking Investment Strategy, Department for Transport, March 2016](#)

Figure 12: Extract from Department for Transport draft Cycling and Walking Investment Strategy, March 2016

By 2040 our ambition is to deliver:

BETTER SAFETY

“A safe and reliable way to travel for short journeys”

- streets where cyclists and walkers feel they belong, and are safe
- reduced community severance
- safer traffic speeds, with 20mph limits where appropriate
- cycle training opportunities for all children

BETTER MOBILITY

“More people cycling and walking – easy, normal and enjoyable”

- cycling facilities that are recognised by business as in the top ten globally
- urban areas that are considered as amongst the most walkable globally
- dense networks of routes around public transport hubs and town centres, with safe paths along busy roads
- better links to schools and workplaces
- technological innovations which promote walking and cycling
- behaviour change interventions

BETTER STREETS

“Civilised places where people come first”

- places designed for people, with walking and cycling put first
- improved public realm
- planning for walking and cycling
- community based activities
- a wider green network of walkways, cycleways and open spaces that lets people actively incorporate nature into their daily lives

The Government’s ambition with respect to cycling and walking will help build on the success of the Tour de France *Grand Depart* in 2014 and Tour de Yorkshire in 2015 and the resulting growth of cycling in the region and closely aligns key objectives within the draft West Yorkshire Transport Strategy, including:

- Removing dominance of the car in towns and cities and creating places which are safe and attractive to walk and cycle.
- Building on the City Connect⁴⁵ initiative and investment programmes such as the £60m in the Leeds – Bradford Cycle Superhighway.

⁴⁵ <http://cyclecityconnect.co.uk/>

- Making it easier for walking and cycling to be an integrated part of longer journeys without having to drive with improvements to transport hubs.
- Introducing traffic calming, pedestrian-friendly initiatives to encourage walking so that this becomes a natural part of everyday journeys to school, work and leisure activities.

We can all make a positive contribution to improve air quality and deliver significant personal health benefits by walking or cycling more as part of our regular travel arrangements. The importance of active travel extends beyond delivering air quality improvements and will be subject to a separate and more detailed ***Cycling and Walking Plan*** to be developed in conjunction with other key stakeholders as a supporting document to the West Yorkshire Transport Strategy to help shape our investment and support for walking and cycling for the future.

5.7. Leading by Example

In order to create change it is important that key organisations, including local authorities and other public sectors organisations and socially responsible companies lead by example. Local Authorities in West Yorkshire operate over 3,000 fleet vehicles and are significant employers in the region, generating many thousands of business miles each year and are responsible for spending public money when procurement of goods and services. These represent significant opportunities for influencing change, both within local authority organisations and beyond, including employees and the many private, public and voluntary sector organisations who engage with local authorities on a daily basis.

5.7.1. Local Authority Fleet

Although many factors need to be taken into account when deciding what type of vehicle is most suitable for a particular job it is a legal requirement⁴⁶ that public bodies must consider the energy and environmental impact that a vehicle will have during the length of its operational life, which include taking into account emissions which impact on air quality. Initial purchase costs for low emission vehicles and associated infrastructure can be expensive relative to conventional vehicles and fuels, however over the life of a vehicle, because running costs are typically much lower for low emission vehicles than conventional equivalents, the whole-life costs can be lower and therefore represent good value to the tax-payer. The Department for Transport has produced guidance⁴⁷ on what authorities need to do in order to comply with the Regulations and, as part the WYLES, this Guidance has been used to develop a **West Yorkshire Low Emission Procurement Guide** to assist fleet managers to purchase or lease vehicles having regard to the environmental impacts for the whole life of the vehicle. This Guidance is available as a supporting document to the WYLES.

West Yorkshire local authorities already run a number of electric and electric-hybrid vehicles, but will continue to review their fleets and use the West Yorkshire Low Emission Procurement Guide to determine whether more fleet vehicles should be replaced with low emission and ultra-low emission alternatives.

5.7.2. Local Authority Employees

A large number of public sector employees work and live in the region and therefore this presents an opportunity for local authorities and other public sector organisations to support employees to consider their own travel arrangements, whether as part of their commute to and from work, on work activity or in their personal lives, including

- Workplace Travel Plans to encourage the use of public transport and cycling.
- Flexible working arrangements, including home-working and mobile working to reduce the need to travel to workplaces.

⁴⁶ The Cleaner Road Transport Vehicles Regulations 2011

⁴⁷ <https://www.gov.uk/government/publications/guidelines-for-the-directive-on-the-promotion-of-clean-and-energy-efficient-road-transport-vehicles-2009-33-ec>

- Pool cars to reduce reliance on individual car ownership and use.
- Salary Sacrifice schemes for cycling equipment.
- Car leasing and salary sacrifice for ultra-low emissions vehicles.
- Workplace electric charging points to support EV car use.

5.7.3. Local Authority Spending

The purchasing power of the public sector is significant across West Yorkshire, which is an opportunity to influence the providers of goods and services to ensure the vehicles used by the providers emit the lowest possible emissions

Public Sector organisations must follow strict procurement rules, but included within those rules is a duty⁴⁸ to consider “social value” as part of the procurement process. This means that when procuring goods and services authorities must take into account social and environmental considerations and can set criteria when awarding contracts and procuring service how these may be improved. The principles of social value have been incorporated into the **West Yorkshire Low Emission Procurement Guide** which provides a scoring matrix which may be used when evaluating tender applications and awarding contracts giving greater weight to those contractors and providers with better environmental credentials, such as low emission transport, the use of ultra-low emission vehicles and membership of an environmental recognition scheme such as Eco Stars.

⁴⁸ The Public Services (Social Value) Act 2012

6. Tackling Transport Emissions

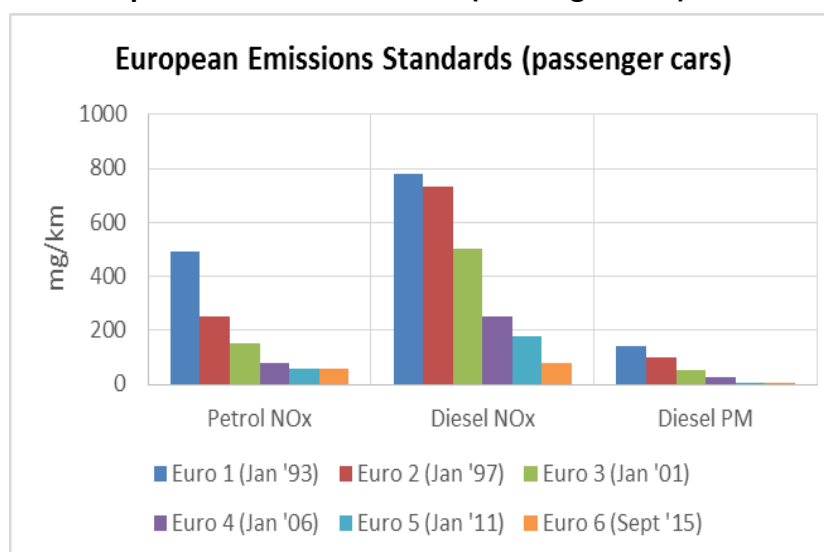
This section sets out the key focus of the West Yorkshire Low Emissions Strategy to reduce emissions from transport over the next five years. After a short introduction into vehicle emissions, each of the main transport modes are considered in turn as part of a **West Yorkshire Vehicle Emissions Plan (WYVeP)**. The WYVeP includes low and ultra-low emission vehicle specific measures that are being developed and implemented in West Yorkshire to accelerate the uptake of cleaner vehicles, including the provision of infrastructure in support of the Leeds City Region Strategic Economic Plan and West Yorkshire Transport Strategy outlined above.

6.1. Vehicle Emissions

We normally associate vehicles that either meet or go beyond the latest European Emission Standard (Euro Standard – see section 6.2) as achieving the low emission vehicle status. However, some vehicle emissions are far higher under real-world driving conditions than in official tests and this needs to be recognised when promoting emission standards. The Government defines a low emission bus as meeting Euro VI⁴⁹ emission standards while reducing CO₂ emissions by 15% compared with Euro V buses. The Government defines light duty vehicles (cars and LGVs) as ultra-low emission if they emit less than 75 g/km of CO₂, irrespective of the Euro Standard.

In order for manufactures to sell vehicles within EU Member States they must limit exhaust emissions to a level dictated by the latest Euro Standard, assessed during a standardised test cycle – see Figure 13. It can be seen that diesel cars emit significantly more NOx per vehicle than petrol cars. Emissions projections assume the Standards will not be met and there are plans to amend the Euro 6 regulations to use real world testing in the vehicle approval process with the introduction of Euro 6c in 2017 (ICCT 2014)⁵⁰.

Figure 13 – European Emission Standards (Passenger Cars)

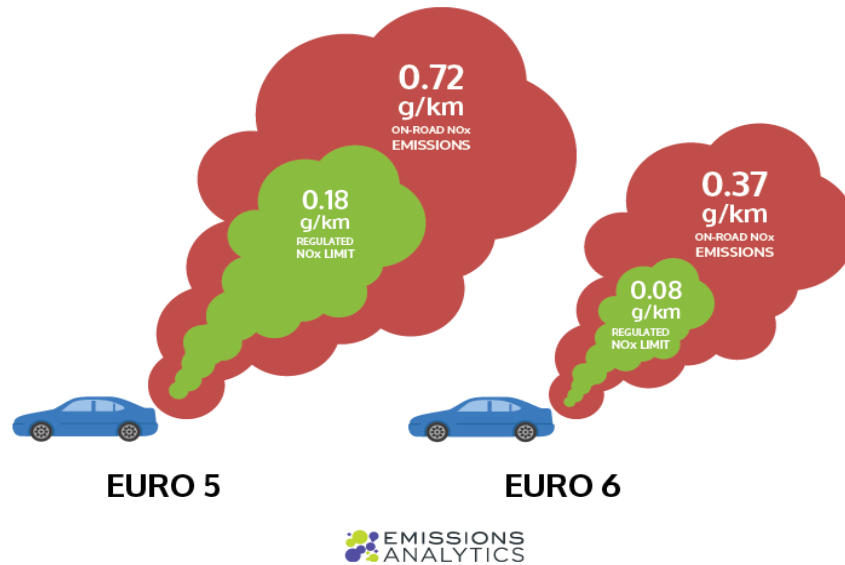


⁴⁹ European Emission Standards use normal numbering for light duty vehicles and Roman numerals for heavy duty vehicles

⁵⁰ <http://www.theicct.org/real-world-exhaust-emissions-modern-diesel-cars>

Euro 6 and 5 diesel cars have had compliance issues especially with the NOx requirements. Figure 14 illustrates the difference between the test cycle emissions of Euro 5 and 6 diesel cars and their respective real world emissions.

Figure 14 – Real-world NOx Emissions from Diesel Cars compared with Regulated limits.



The European Emission Standards for heavy duty vehicles (buses and lorries) are more stringent for Euro VI vehicles compared with previous standards – see Figure 15. Evidence suggests that Euro VI vehicles are demonstrating significant improvements under real world driving conditions.

Figure 15 – European Emission Standards for Heavy Duty Engines

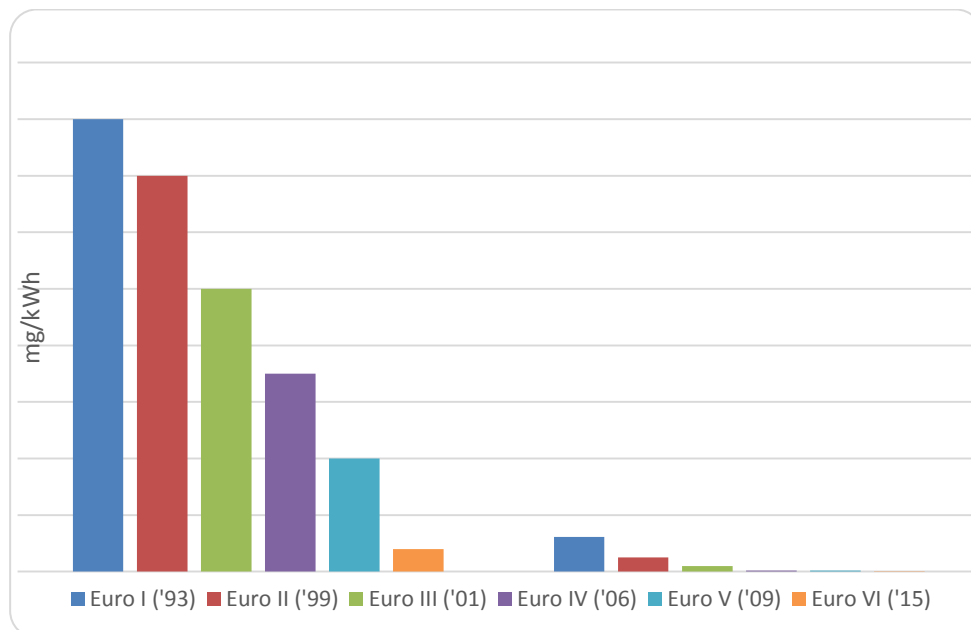
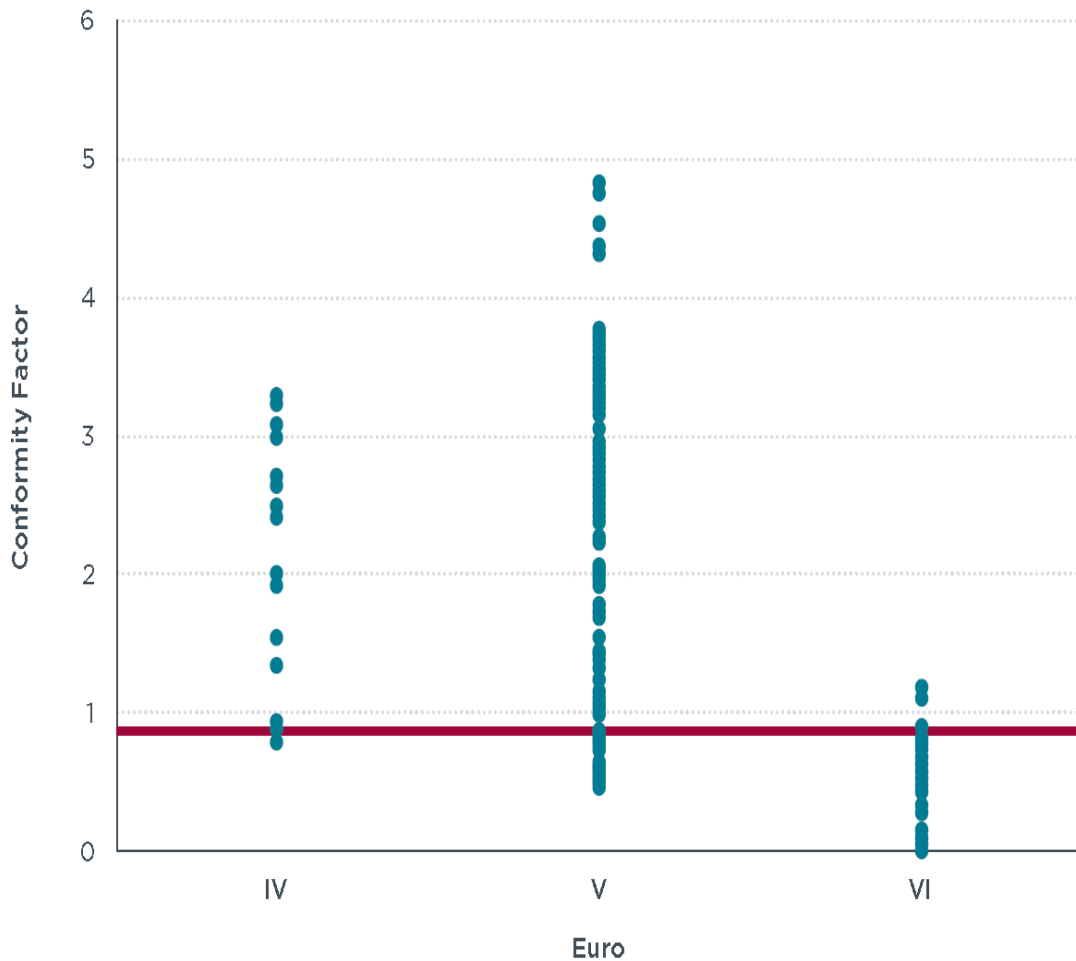


Figure 16 shows the results of conformity tests carried out ⁵¹ on heavy duty vehicles with different Euro Standards, including buses and trucks. Each dot represents a real world test. The ‘conformity factor’ is the ratio of the result to the standard limit, so a value of ‘2’ means the vehicle was emitting twice the amount of NOx compared with its Euro standard, and any value under ‘1’ would mean it was cleaner than the Euro standard.

Figure 16 – Performance of heavy duty engines against Euro Standards (ICCT 2015)



⁵¹ “Briefing: Comparison of real-world off-cycle NOx emissions control in Euro IV, V, and VI”, March 2015, www.theicct.org

6.2. West Yorkshire Vehicle Emission Plan (WYVeP)

The West Yorkshire Transport Strategy 2016 – 2036 (draft)⁵² provides a strong commitment to improving air quality and health and reducing harmful road transport emissions, including greenhouse gases and noise.

Key WYTS emission policies include:

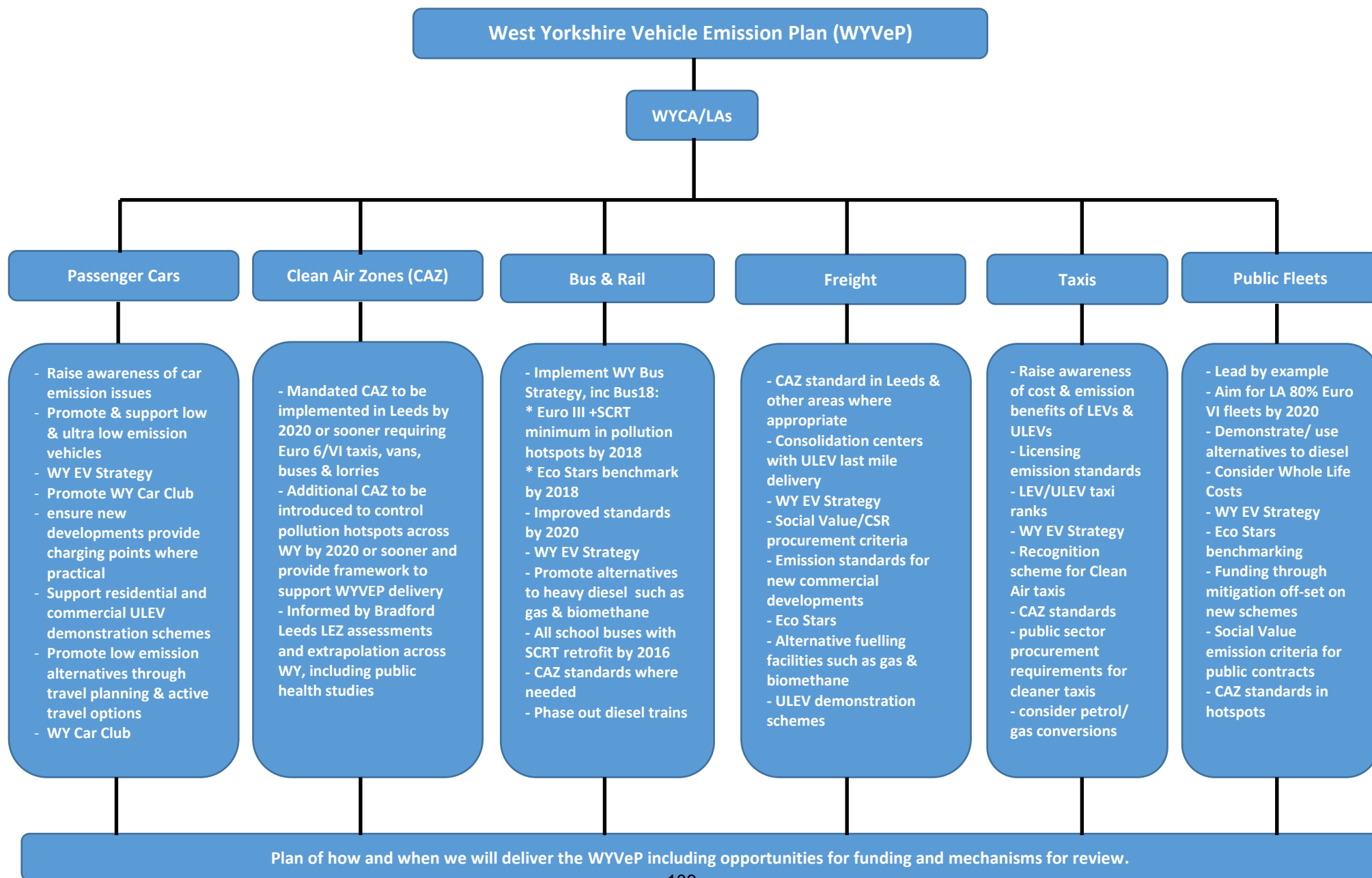
- *We will adopt and implement the West Yorkshire Low Emission Strategy (WYLES) - and we will look to the WYLES to provide targets for reducing harmful emissions, and in line with the WYLES we will seek to achieve these targets through the appropriate use of technology and encouraging people to switch from their cars to low emission forms of transport for some journeys*
- *Leeds will introduce a Clean Air Zone which will set emission standards for certain types of vehicles permitted to enter the zone, becoming one of the first cities in the country to do so. Leeds may also be required to take additional local action, the extent and details are to be determined but the Leeds Clean Air Zone and additional actions are intended to achieve compliance with the required standards in the shortest timescales possible and by 2020 at the latest. Wider and consistent roll-out of stronger emissions controls will be considered where necessary across West Yorkshire.*
- *We will make significant progress in the electrification of cars, freight and public transport vehicles, by accelerating delivery of recharging infrastructure for electric vehicles and providing facilities for other alternative fuelled vehicles.*
- *We will play our part in creating a low emission future with public authorities leading by example – our District Councils operate over 3,000 fleet vehicles and employ over 30,000 people across West Yorkshire, providing the potential to influence the uptake of low emission vehicles in business operations and in the wider population.*
- *We will implement our draft West Yorkshire Bus Strategy proposals for moving to a clean bus fleet with near to zero emissions.*

The Transport Strategy outlined above will be informed by this Low Emissions Strategy and the following sections outline vehicle specific measures that will be developed and implemented under a framework called the **West Yorkshire Vehicle Emissions Plan (WYVeP)**. The key features of the WYVeP are outlined in Figure 17 below. While many of the measures covered by the WYVeP have already been, or in the process of being developed and implemented, the Plan provides an overarching structure identifying best practice vehicle emission reduction measures that are appropriate to the challenges we face. The WYVeP outlines roles and responsibilities, delivery mechanisms

⁵² <http://www.westyorks-ca.gov.uk/transport/>

& opportunities for funding, timescales, engagement and processes for monitoring and review. The Plan will continue to be informed by robust and ongoing research.

Figure 17 – West Yorkshire Vehicle Emission Plan (WYVeP)



6.3. Passenger Cars

The rise in the number of diesel cars on our roads has been a significant factor in why air quality continues to be a cause for concern. In addition to the many areas of work to promote alternative travel modes, such as public transport, walking and cycling a key feature of the WYVeP will be to encourage and support people to switch to low emission vehicles, including the following initiatives:

- **Raise awareness of car emission issues & benefits of alternative fueled cars.**
- **Promote & support low & ultra-low emission vehicles.**
- **Implement West Yorkshire Electric Vehicle Strategy.**
- **Promote West Yorkshire Car Club.**
- **Ensure new developments provide EV charging points where practical.**
- **Support residential and commercial ULEV demonstration schemes.**
- **Promote low emission alternatives through travel planning & active travel options.**
- **Park & Ride / Park & Rail to integrate active travel and ultra-low emission car use as part wider journey planning.**

One of the key reasons that air quality has not improved in line with expectations is the significant increase in diesel car use in the UK. In 2000, around 20% of cars sold were diesel compared with around 60% today⁵³. Diesel cars have been promoted as environmentally friendly with generally lower vehicle excise duty (VED)⁵⁴, however, not only are Euro Standards for diesel cars less stringent than for petrol cars but they are now known to emit far more NOx under real world driving conditions than their Euro Standard limit. Further action is needed by Government to look at the incentives provided for diesel cars and their suitability for use in urban areas needs to be questioned.

The WYVeP seeks to raise awareness about the relative emissions of cars and also the total cost of ownership (TCO) of standard technologies compared with alternative fuelled models. Our research⁵⁵, shows that over a 3 year period, including depreciation, electric and hybrid models are likely to cost the motorist less to own.

The WYVeP will support the take up of ultra-low emission vehicles (ULEVs) with the implementation of the **West Yorkshire Electric Vehicle Strategy** (Section 6.4). Plug-in vehicle registrations in West Yorkshire are showing significant growth, albeit from a low base. Figure 18 shows plug-in vehicle registrations by local authority between 2012 and

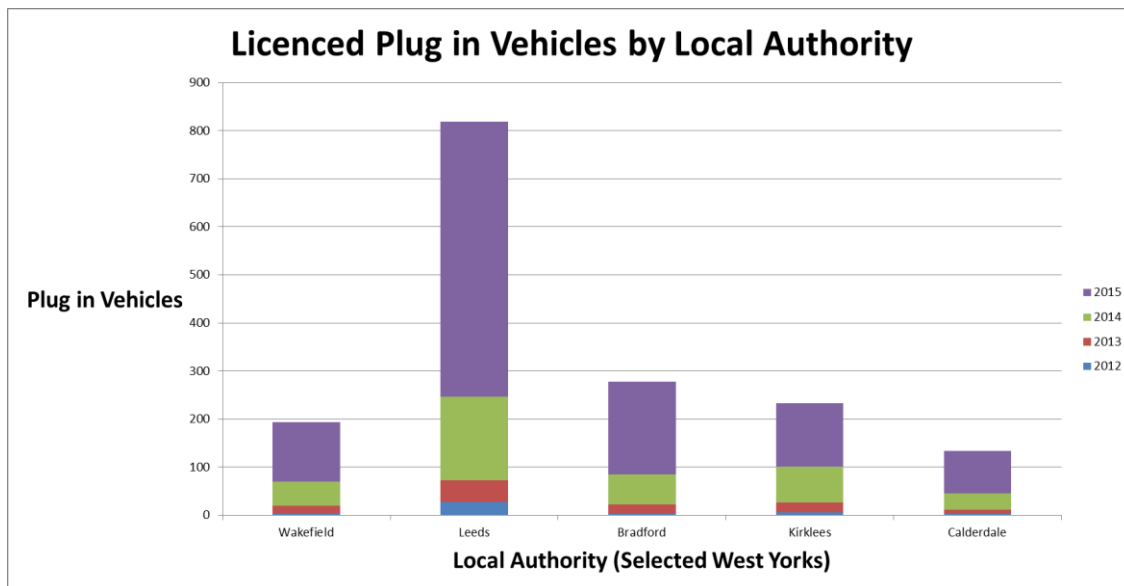
⁵³ www.smmmt.co.uk

⁵⁴ <https://www.gov.uk/government/publications/vehicle-excise-duty>

⁵⁵ Bradford LES update 2016

2015. Data for 2016 indicates that this growth trend is continuing⁵⁶. The number of plug-in model available is increasing⁵⁷ while costs are reducing.

Figure 18 – OLEV Plug-in Car Grants 2012-2015



In line with our Air Quality and Planning Technical Guide outlined in Section 5.4 above we will work with developers to provide practical charging solutions and support plug-in vehicle demonstration schemes on new residential and commercial developments.

The Government has pledged that almost all new car and light goods vehicle sales will be zero emission by 2050⁵⁸ and will continue to provide a grant of up to £4,500 towards the purchase of ultra-low emission cars, including plug-in vehicles⁵⁹ and also provide support for rolling out the charging infrastructure needed to enable take-up⁶⁰.

We will continue to support and expand the **West Yorkshire and York Car Club**⁶¹ and seek to expand on the 8 electric vehicles already available through the Club, increasing the opportunities for users to experience battery technology.



⁵⁶ DfT Vehicle Statistics

⁵⁷ <https://www.goultralow.com/>

⁵⁸ <https://www.gov.uk/government/news/uk-government-pledges-bold-ambition-for-electric-cars>

⁵⁹ <https://www.gov.uk/plug-in-car-van-grants>

⁶⁰ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/515932/electric-vehicle-homecharge-scheme-guidance-for-customers-2015.pdf

⁶¹ <https://www.enterpriseclub.co.uk/locations/north-east-england/leeds/>

6.4. West Yorkshire Electric Vehicle Strategy

In order to promote and support the take-up of ultra-low emission plug-in vehicles, including cars, taxis and commercial vehicles, we will develop and implement a West Yorkshire wide Electric Vehicle Strategy with the following objectives:

- Support home and workplace charging as the primary charging location utilising the local planning process, business support and private sector investment.
- Creation of a strategic West Yorkshire wide public charge point network that ensures electric car users reach their destination through a simplistic access, usage and payment model.
- Ensure charging opportunities are equitable for residents with and without private driveways.
- Work with developers to support plug-in vehicle demonstration opportunities on new residential and commercial schemes.
- Tackle the perceived and actual barriers to EV ownership through targeted marketing, promotion and information.
- Work with the Leeds City Region Local Enterprise Partnership to help businesses achieve resource efficiency savings and to attract investment in ULEV technology and infrastructure.
- Deliver an exemplary public sector ULEV operation – demonstrating to employees, business and the wider community the benefits and savings of ULEV vehicles and related air quality improvements.
- Seek opportunities for small-scale renewable energy generation to power ULEVs and two-way energy delivery from ULEVs to power homes when appropriate, reducing domestic bills and energy demands on the national grid.
- Support the freight industry to invest in ULEV vehicles, especially in relation to last-mile delivery operations and help with infrastructure installation where possible.



6.5. Clean Air Zones (CAZ)

Clean Air Zones will play an important feature of delivering the objectives of this Low Emissions Strategy and allow for a targeted approach to control emissions from certain types of vehicles in specific areas of concern. The key features of how Clean Air Zones will be implemented in West Yorkshire are:

- **Mandated Clean Air Zone in Leeds by 2020 or sooner.**
- **Additional Clean Air Zones in other parts of West Yorkshire by 2020 or sooner where evidence supports the need for implementation.**

Government has set out its plans to improve the UK's air quality, reducing health impacts, and fulfilling its legal obligations⁶². The DEFRA Air Quality Plans sets out an approach for meeting these goals by implementing a programme of Clean Air Zones and that five cities outside London, comprising Birmingham, Derby, Leeds, Nottingham and Southampton will be legally required to introduce Clean Air Zones (CAZ) in the shortest possible time and by 2020 at the latest. DEFRA has identified classes of vehicles that need to be included in the CAZ as set out in Table 7. Leeds will be required to implement a Class C CAZ meaning the types of vehicle falling into Class C will be required to meet a Euro VI Standard for buses, coaches and HGVs and a Euro 6 (diesel) or Euro 4 (petrol) Standard for taxis and LGVs as indicated in Table 8. The DEFRA Plans state that non-compliant vehicles will be required to pay a charge to enter the CAZ, although certain exemptions may be granted for emergency vehicles.

Table 7 - Clean Air Zone Vehicle Classification

Clean Air Zone Class	Vehicles included
A	Buses, coaches and taxis (including private hire)
B	Buses, coaches, taxis and heavy goods vehicles (HGVs)
C	<i>Buses, coaches, taxis, HGVs and light goods vehicles (LGVs)</i>
D	Buses, coaches, taxis, HGVs, LGVs and cars

Table 8 - Clean Air Zone emission standards for vehicle types in Leeds (CAZ Class C)

Vehicle type	NOx emissions limit
Bus/coaches	Euro VI
HGV	Euro VI
LGVs	Euro 6 (diesel) Euro 4 (petrol)
Taxis	Euro 6 (diesel) Euro 4 (petrol)

⁶² <https://www.gov.uk/government/publications/air-quality-in-the-uk-plan-to-reduce-nitrogen-dioxide-emission>

DEFRA will consult with Leeds City Council during 2016 on the approaches by which CAZ duties will be imposed and will make funding available to undertake a more detailed scoping study and implement the CAZ. The area identified for the Leeds CAZ will be the Outer Ring Road area, however, a scoping study will be undertaken prior to formal Clean Air Zone implementation to ensure issues such as traffic and vehicle displacement can be effectively addressed. This will avoid creating new problem areas and can take account of expected growth in and around the key locations. It should be noted that while the DEFRA Plans appear prescriptive, they also state that the final class of the mandated CAZ to be implemented and the area that it should cover will be based on the scoping study findings.

DEFRA are in the process of developing a National Clean Air Zone Framework and any local authority may consider implementing a CAZ by 2020 or sooner where air quality, caused by road transport emissions, is an issue. It is envisaged that 'voluntary' CAZ will retain more flexibility in the types of vehicles included and the emission standards they are required to meet. Additionally, the CAZ framework may be used to include wider measures to support the uptake of ultra-low emission vehicles.

To ensure that there is a clear and consistent approach to implementing and enforcing CAZ in West Yorkshire, the WYCA, in partnership with the district authorities will develop and adopt agreed shared policies and actions for Clean Air Zones in specific and suitable locations.

6.6. Buses and Trains

The key features of the WYVeP to reduce emissions from buses and trains are:

Buses

- **Implement the West Yorkshire Bus Strategy, including Bus18 Project.**
- **Buses to meet minimum Euro III + SCRT abatement technology in pollution hotspots by 2018.**
- **Leeds CAZ and other CAZ areas where necessary to control bus emissions standards.**
- **Eco Stars benchmark by 2018.**
- **Improved bus emissions standards by 2020.**
- **Links with the West Yorkshire Electric Vehicle Strategy to promote electric and hybrid bus technology.**
- **Promote alternatives to diesel such as gas & biomethane.**
- **All Metro school buses retrofitted with SCRT abatement technology by 2016.**
- **Improved Park & Ride Facilities with EV charging infrastructure.**

Trains

- **Phase out older diesel trains and expand electrification of the West Yorkshire rail network.**
- **Increased capacity on the rail network.**
- **Increased Park & Rail provision.**
- **EV Charging points at railway stations.**

6.6.1. Buses

We recognise the vital role that public transport plays in our everyday lives and buses and trains provide efficient transport modes and an alternative to private vehicle use and potential for reducing congestion. We also understand that older buses and trains can cause significant emissions. Bus emissions in Bradford were found to be responsible for around 40% of NOx emissions in the Inner Ring Road area⁶³. Table 10 shows the bus emission profile of West Yorkshire buses in 2015.

Figures 20 and 21 show the relative emissions of buses by Euro Standard travelling at urban speeds. It can be seen that Euro V buses tend to emit more NOx than Euro IV buses due to the ineffective operation of their NOx catalysts at low speeds when the exhaust temperature is insufficient. This can be addressed by retro-fitting thermal management technology.

Figure 22 illustrates the greenhouse gas emissions of diesel and alternative fueled buses.

⁶³ Bradford Leeds LEZ Feasibility Study 2014/15

Table 10 – West Yorkshire Bus Fleet by Euro Standard (2015)

Euro Standard	% Emissions in West Yorkshire
Euro I	1.2
Euro II	25.3
Euro III	20.8
Euro IV	27.3
Euro V	24.4
Euro VI or equivalent ⁶⁴	1.0

Figure 19 – NOx emissions of buses by Euro Standard and fuel type (at 18 km/hr)

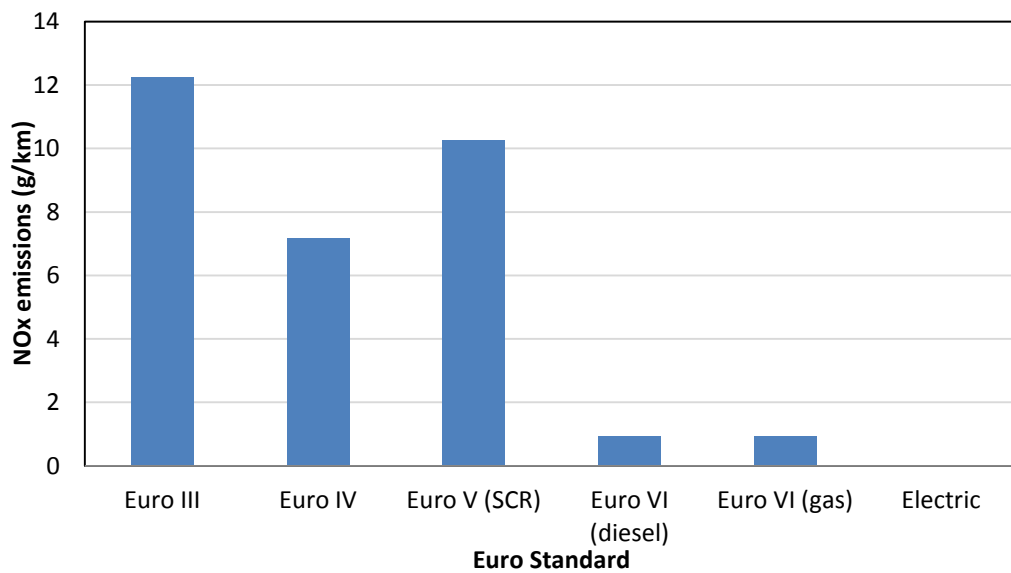
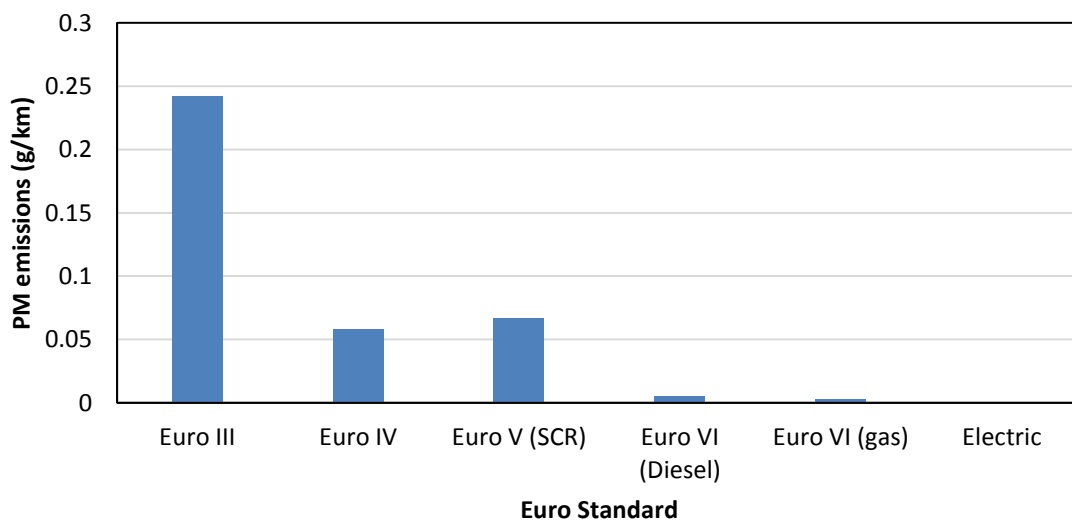
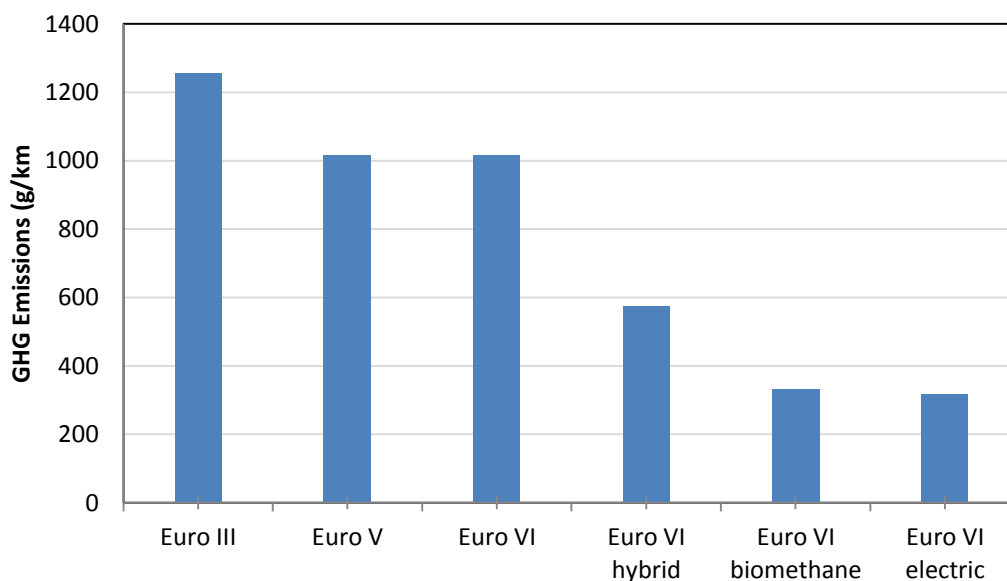


Figure 20 – PM emissions of buses by Euro Standard and fuel type (at 18km/hr)



⁶⁴ Includes hybrid buses

Figure 21 – Green House Gas (Well to Wheel) emissions of buses by Euro Standard and fuel type



There has been considerable activity in West Yorkshire to improve bus emissions, including:

- “Yellow” school buses go green by fitting NOx and Particulate abatement technology to reduce exhaust emissions – resulting in older buses now achieving EEV⁶⁵ emission standards and protecting the health of children. The West Yorkshire school bus fleet is now one of the cleanest in the country⁶⁶.
- Arriva has introduced 12 hybrid buses and FirstGroup introduced 22 hybrid buses in the region, with further hybrid buses being introduced in Bradford and Calderdale.
- Bradford Council has worked with FirstGroup and Transdev to fit NOx and Particulate exhaust abatement technology on 25 buses operating on urban routes resulting in at least 90% of buses going to the Bradford interchange being Euro IV or better by 2016¹⁵.
- Leeds City Council has secured Government funding to introduce 10 low emission buses on park & ride sites.

As part of the West Yorkshire Transport Strategy we will develop and implement a **West Yorkshire Bus Strategy**, including the following environmental policies:

- A bus fleet that has a positive impact on health and environment, with consistent year-on-year emission improvements.
- To meet the legal health standards for air quality by ensuring older buses are modernised or replaced through investment to reduce local emissions.
- All vehicles new to West Yorkshire would be required to meet at least the latest environmental standard as a minimum.

⁶⁵ Environmentally Enhanced Vehicle

⁶⁶ Based on PEMS testing in Bradford and Leicester on Euro III retrofitted buses a NOx emission improvement of 70% to 96% may be expected. Particulate matter reductions of 40% to 60% were also reported

- New vehicle technologies which move towards near to zero vehicle emissions will also be encouraged.
- Support to establish and comply with Clean Air Zones across West Yorkshire.
- Raising public awareness around bus emission standards.

The Bus Strategy includes the **Bus 18** project aimed at providing a step change in bus services by 2018, including the following initiatives to reduce emissions:

- Commercial bus services operating in pollution hotspots across West Yorkshire will be required to retrofit all pre-Euro IV buses with NOx and Particulate abatement equipment by 2018.
- Bus operators will introduce benchmarking, including emission performance, through the Eco Stars scheme by 2018.

Further emission improvements will be required by 2020 or sooner when CAZ standards will be introduced in Leeds and in other locations where needed.

While we will continue to work with bus operators to progressively reduce harmful emissions from buses we will also seek to promote the greenhouse gas benefits of moving away from diesel to alternatively fuelled buses such as bio-methane and electric technologies.

We will build on the experience of other towns and cities in supporting diesel alternatives. Biomethane buses have been successfully rolled out in Sunderland, Darlington, Reading, Beccles, Runcorn and Bristol and both Bristol and Nottingham, 2 of the 4 Ultra Low Emission Cities in the UK have plans for significant growth in bio-methane buses. Cities such as London, Nottingham, Milton Keynes and Coventry have successfully introduced electric buses. While the capital cost of these buses is higher than standard diesel buses, there can be significant fuel and maintenance savings that can provide overall savings to operators. The benefits of both these technologies are highlighted below:

Biomethane Buses

- Runs on compressed gas, tanks on roof.
- Spark ignition engine
- Very high GHG savings
- No range limitation
- Filling station required, economies of scale favour larger projects
- Significant operational savings



Electric Buses

- All electric operation
- Zero tailpipe emissions
- Limited range – more suited to urban routes
- Operational savings
- Choice of infrastructure – overnight charging to inductive and/or rapid charging (more expensive)



6.6.2. Trains

Diesel trains emit high levels of particulates and NO_x, however, when considered on the basis of pollution per passenger per kilometre travelled, emissions are much less than other forms of transport including diesel cars and buses. Trains are therefore part of the solution to reducing transport related emissions. This is not to say that trains do not produce emissions, such as NO_x, particulates, CO₂ and noise, with emissions from trains being most significant at train stations in urban locations such as Leeds and Bradford train stations. Therefore, any action to reduce emissions from trains will benefit air quality and the quality of our environment.

The impact of trains on local air quality varies according to the type of rail vehicle in use. Older trains emit more pollution so renewing train fleets will help reduce emissions. Electric vehicles impose minimal impact on local air quality compared to diesel trains and therefore the most effective way to ensure that trains do not contribute to local air quality problems and reduce passenger exposure is to support calls for electrification of the regional rail network. Electric trains are also able to have more seats than a diesel equivalent, increasing much needed capacity on the railway network.



The procurement and deployment of rail rolling stock is generally determined at a national level as part of the rail franchising process. As with bus operations, WYCA is the lead organisation at a regional level which engages with train operating companies and Network Rail. Acting through Rail North, WYCA is seeking to influence decisions regarding rail rolling stock and to advance the process of replacing older, more polluting trains with newer, cleaner rolling stock.

Whilst electric trains operate between Leeds and Wakefield, and connect Leeds and Bradford with Shipley, Keighley, Skipton and Ilkley, the remainder of the West Yorkshire rail

network is operated by diesel trains. Many of the diesel rail vehicles in use in West Yorkshire are over 30 years old and do not benefit from modern engine technologies. Incremental improvements in emissions can therefore be obtained by replacing older diesel vehicles with electric trains or cleaner, newer diesels.

Electrification of the trans-Pennine rail route between York, Leeds, Huddersfield and Manchester planned for 2019/20 will replace diesel vehicles with electric providing a commensurate benefit to air quality. Further electrification is subject to funding however the Leeds – Harrogate and Leeds, Bradford, Halifax lines are high in the regional priority for electrification in the early 2020s⁶⁷.

In addition to the plan to electrify more of the rail network, plans to replace older diesel trains are included in the revised Northern and trans-Pennine rail franchises which will start in 2016. These plans involve the replacement of the older “Pacer” trains with brand new diesel vehicles with improved emission control. It is anticipated that the new rolling stock will be in service from 2019 onwards.

In addition to the work to rolling stock and increased electrification of routes, improvements will also be undertaken to integrate the use of trains as part of wider journey planning, including:

- Increased capacity for Park & Rail.
- EV charging points at railway station car parks.
- Improved cycle facilities.



This modernisation of the regional rail network will improve capacity and will help more journeys to be made by public transport and bring commensurate benefits to air quality.

⁶⁷ https://www.networkrail.co.uk/North_West_electrification.aspx

6.7. Freight

The key features of the WYVeP to reduce emissions from freight are:

- **Clean Air Zone standard in Leeds & other areas where appropriate.**
- **Introduction of Eco Stars Fleet Recognition Scheme**
- **Procurement practice to support low emission fleets.**
- **Minimum Euro emissions standards for new commercial developments.**
- **Alternative fueling facilities such as gas, bio-methane and hydrogen.**
- **Integration with electric vehicle strategy including ULEV demonstration schemes.**
- **Consolidation centres to remove HGVs from towns and cities.**

Freight represents a low proportion of traffic flows at around 8% of traffic in the West Yorkshire region⁶⁸, but produces a disproportionate amount of emissions. Road freight is not just about Heavy Goods Vehicles (HGVs), Light Goods Vehicles (LGVs) such as vans have seen significant growth, rising by 46% between 2000 and 2009.

West Yorkshire is a prime location for the distribution of goods, having an excellent strategic road network from North to South (M1 and A1) and East to West (M62). It is not surprising that many distribution centres and logistics operators are located within the region, with the freight sector contributing about 25% of the region's economy. Road freight is the most used mode for freight movements in West Yorkshire, moving around 1,900 million tonnes of freight in West Yorkshire (2008 data). Motorways account for the majority of freight trips by length of journey, specifically the M1, M621 and M62. Freight can account for up to 16% of traffic flows by mode on the motorway network⁶⁹.

The West Yorkshire Transport Strategy recognises the importance of the freight sector to the West Yorkshire economy and also recognises the disproportionate contribution that road freight has in terms of emissions compared with non-road freight. The WYLES supports the Transport Strategy by promoting actions to reduce emissions from freight and commercial vehicles.

Freight and commercial activity is potentially one of the most difficult for local authorities to directly influence, given that decisions in relation to the procurement of fleet vehicles is entirely a commercial decision. However, commercial organisations are required to report on CO2 emissions through Corporate Social Responsibility (CSR) requirements and are encouraged to reduce their emissions and we will seek to support commercial operators in reducing transport emissions.

Examples of what can be done include:

- Restricting access to older, high emission HGVs and LGV in Leeds and other areas where necessary through the introduction of Clean Air Zones.

⁶⁸ West Yorkshire Freight Study 2010

⁶⁹ West Yorkshire LTP Freight Strategy 2012

- Seeking opportunities to increase the take-up of alternative fuels and technologies by HGV and LGV operators, for example a recent Gas Infrastructure Feasibility Study commissioned by Wakefield Council found that three strategic LNG/CNG gas refueling stations could be supported at key locations near to the M1 (j41), M62 (j30) and the A1 (Barnsdale Bar) highway networks. Both Leeds and Bradford are looking at plans for gas refueling facilities.
- Promote electric vehicle infrastructure through the WY Electric Vehicle Strategy.
- Promote Sustainable Emission Criteria in public sector and Corporate Social Responsibility (CSR) purchasing decisions.
- Minimising emissions in urban areas from HGVs and LGVs – the so-called “last mile” of deliveries – for example through the use of freight consolidation centres.
- Using the West Yorkshire Air Quality & Planning Technical Guide to ensure new commercial developments incorporate facilities for ultra-low emission vehicles, such as electric charging points and minimum Euro emission standards for fleet vehicles.
- Introduce the Eco Stars fleet emission recognition scheme⁷⁰ across West Yorkshire, supporting fleet operators to reduce emissions through upgrading to new vehicle technology, improved driver training and fuel management.
- Working with commercial fleet operators to use whole-life costing during vehicle procurement to promote the economic as well as environmental and health benefits from low emission HGVs and LGVs.
- Encourage more freight to be transported by rail for long-haul journeys.
- Exploring the potential for the regions’ canals and waterways for the transport of goods.



⁷⁰ <http://www.ecostars-uk.com/>

6.8. Taxis

The key features of the WYVeP to reduce emissions from taxis are:

- **Clean Air Zone standard in Leeds & other areas where appropriate.**
- **Raise awareness of cost & emission benefits of low emission / electric taxis.**
- **Integration with electric vehicle strategy including ULEV demonstration schemes.**
- **Using taxi licensing to raise emission standards.**
- **Dedicated taxi charge points / ranks for electric / hybrid taxis.**
- **Recognition scheme for clean air taxis**
- **Public sector procurement of transport / taxi services to raise emissions standards.**
- **Support for taxi industry to transfer to low emission alternatives.**

The majority of taxis in West Yorkshire, both Hackney Carriages and private hire vehicles (PHV) are diesel cars, however, there has been a significant rise in the use of petrol hybrid models in the PHV fleet. West Yorkshire was awarded funding by OLEV⁷¹ to undertake an Ultra-Low Emission Taxi feasibility Study through the Energy Savings Trust (EST).

The Study highlighted the need for raising awareness of the emission and cost benefits of ultra-low emission taxis and reinforced the need for taxi licensing authorities to set emission standards as part of licensing requirements. Taxis accessing the Leeds CAZ will be required to meet a Euro 6 diesel or Euro 4 petrol standard by 2020 or sooner.

We will pursue funding opportunities to support taxi drivers and operators to switch to ultra-low emission vehicles through measures in the West Yorkshire Electric Vehicle Strategy, including increased provision of dedicated fast and rapid charging facilities for taxis. We will also investigate the potential for converting petrol taxis to run on liquid petroleum gas (LPG), natural gas or biomethane.

We will investigate the potential to encourage low and ultra-low emission taxi take-up by introducing Clean Air Taxi Ranks and a Clean Air Taxi Recognition Scheme.

We will introduce emission criteria as part of public sector procurement of taxi services.

We will engage with taxi App providers such as UBER to require emission standards.

⁷¹ Office for Low Emission Vehicles

6.9. Public Sector Fleets

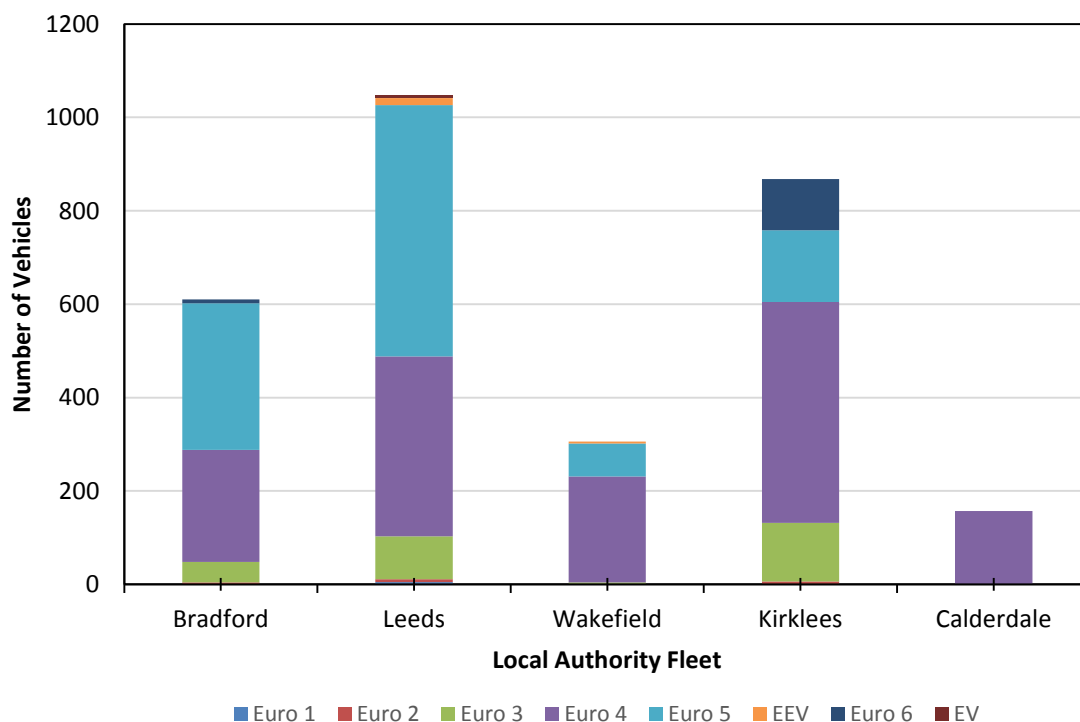
The key features of the WYVeP to reduce emissions from public sector fleet vehicles are:

- **Compliance with Clean Air Zone standards.**
- **Aim for 80% of local authority fleet vehicles to be minimum Euro VI by 2020.**
- **Demonstrate / use alternatives to diesel, such as electric, CNG, bio-methane and hydrogen.**
- **Procurement Guide to consider Whole Life Costs and support low emission alternatives.**
- **Integration with electric vehicle strategy including ULEV demonstration schemes.**
- **Early adoption of the Eco Stars fleet recognition scheme**
- **CAZ standards in hotspots**

Local authority fleet operations are an ideal opportunity to ‘lead by example’ and influence public vehicle purchasing decisions.

West Yorkshire local authorities currently operate approximately 3,000 fleet vehicles of which the overwhelming majority are diesel vehicles of varying Euro Standard (see Figure 22).

Figure 22 - West Yorkshire Local Authority Fleet – vehicles by Euro Standard⁷²



⁷² Note – data for Kirklees is 6 months ahead of the data provision by other councils

The fleet emission profile of purchased vehicles tends to be below that of leased fleet vehicles. Based on fleet replacement programmes it is anticipated that around 80% of local authority fleets will achieve a Euro 6/VI Standard in 2020.

All West Yorkshire Authorities have demonstrated low emission vehicle alternatives and some are beginning to look at more intensive fleet transformation to use cleaner fuels and technologies.

The Cleaner Road Transport Vehicles Regulations 2011 require public sector organisations to consider the energy use and environmental impact of vehicles they buy or lease. A key concept of the Regulations is the consideration of whole-life costs whereby the operational costs over a vehicle life, including pollution damage costs, are taken into account rather than just the purchase price. This helps to redress the issue of low emission vehicles costing more than conventional vehicles, while potentially having lower operating costs that outweigh the purchase increment.

In order to achieve compliance with the above Regulations and to support local authority procurement teams a **West Yorkshire Low Emission Procurement Guide** has been produced as a supporting document to the WYLES.

As part of the WYLES project, a public sector fleet benchmarking exercise was also carried out to identify the barriers and potential opportunities for reducing emissions from local authority fleet operations. Local authorities will continue to share knowledge and seek opportunities to establish best practice by regularly appraising available low emission vehicle alternatives to standard technology, demonstrating suitable low emission vehicles and incorporating whole life cost considerations into procurement processes. This will include:

- Early introduction of the Eco Stars fleet recognition scheme, with a commitment to continuous improvement to raise emission standards.
- Consideration of alternative fuels and technologies including electric, hybrid, CNG, bio-methane and hydrogen vehicles.
- Working with other fleet operators to increase the viability of alternative refuelling infrastructure.
- Linking in with the West Yorkshire Electric Vehicle Strategy to promote EV use within fleet operations.
- Reducing emissions from “grey fleet” vehicle used by local authority staff.

7. Funding & Delivery of the West Yorkshire Low Emissions Strategy

The West Yorkshire Low Emissions Strategy will be delivered and funded by making the best possible use of the existing resources that are available and by working across the West Yorkshire area, together with our partners, to tap into new funding streams. Funding to support the WYLES will include:

- West Yorkshire Transport funding.
- Growth Deal funding.
- Public Health funding.
- Development schemes and developer contributions through s106 agreements and Community Infrastructure Levy.
- Grants from Government Departments and other bodies, such as Clean Vehicle Technology Fund; Office for Low Emission Vehicle (OLEV) funding; DfT Cycling and Walking Investment funding etc.
- Joint-working, partnerships with, and investment from other public bodies and private organisations, for example to deliver infrastructure investment.

Delivery of the WYLES will be overseen by the West Yorkshire Transport & Health Board, which has representation from Public Health England, West Yorkshire Combined Authority and West Yorkshire district Environmental Health professionals and will in turn report on progress through the governance arrangements of the West Yorkshire Combined Authority.

The West Yorkshire local authorities will also use this Low Emissions Strategy to help fulfil their obligations to tackle air quality at a local level and develop individual Air Quality Action Plans (AQAP) for Air Quality Management Areas in the region and report on progress through the Annual Status Reports (ASR), which local authorities must provide to central Government and make available to the public.

List of Abbreviations

ASR	Annual Status Report
AQAP	Air Quality Action Plan
AQMA	Air Quality Management Area
CAZ	Clean Air Zone
CHP	Combined Heat and Power
CNG	Compressed Natural Gas
COMEAP	Committee on the Medical Effects of Air Pollutants
COPD	Coronary Obstructive Pulmonary Disorder
CSR	Corporate Social Responsibility
CVD	Cardio-vascular Disease
DEFRA	Department for the Environment and Rural Affairs
DfT	Department for Transport
EEV	Enhanced Environmentally friendly Vehicle
EST	Energy Savings Trust
GHG	Greenhouse Gases
ICCT	International Council on Clean Transportation
ICE	Internal Combustion Engine
LAQM	Local Air Quality Management
LEV	Low Emission Vehicle
LEZ	Low Emission Zone
LNG	Liquefied Natural Gas
LPG	Liquefied Petroleum Gas
LTP	Local Transport Plan
NO ₂	Nitrogen Dioxide
NO _x	Oxides of Nitrogen (including Nitric Oxide (NO) and Nitrogen Dioxide (NO ₂))
NPPG	National Planning Policy Guidance
NPPF	National Planning Policy Framework
OLEV	Office for Low Emission Vehicles
PHE	Public Health England
PHV	Private Hire Vehicle
PM _n	Particulate Matter with a diameter of “n” (usually in microns) including PM ₁₀ , PM _{2.5} and PM _{0.1} .
QALY	Quality Adjusted Life Year
SCRT	Selective Catalyst Reduction combined with Continuously Regenerating Trap (exhaust emissions abatement technology)
SEP	Leeds City Region Strategic Economic Plan
STOR	Short Term Operating Reserve
TCO	Total Cost of Ownership
ULEV	Ultra Low Emission Vehicle: vehicles which emit very low emissions (usually referred to in g/km Carbon) and used to determine eligibility for plugged in grants: https://www.gov.uk/plug-in-car-van-grants/overview
VED	Vehicle Excise Duty
VOCs	Volatile Organic Compounds
WHO	World Health Organisation
WYCA	West Yorkshire Combined Authority
WYVeP	West Yorkshire Vehicle Emissions Plan

Director: Rob Norreys, Director,
Policy, Strategy & Communications
Author: Rebecca Cheung, Rail
Development Leader



ITEM 8

Report to: Transport Committee

Date: 24 February 2017

Subject: WYCA response to the Government's HS2 Consultation

1. Purpose

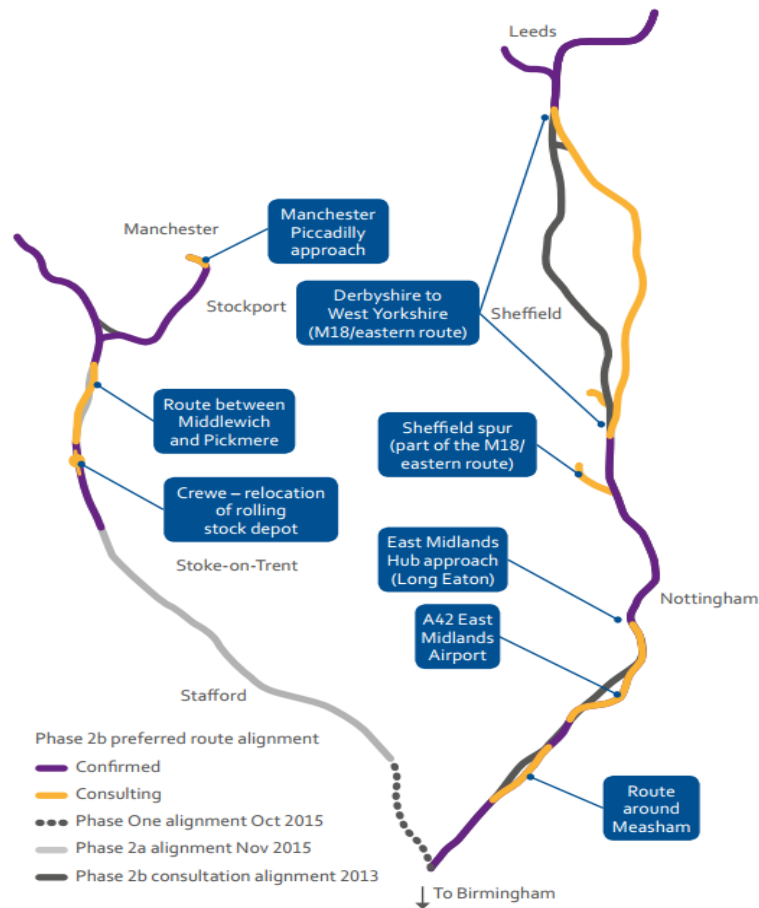
- 1.1. To provide an update on HS2 project.
- 1.2. To agree our proposed response to High Speed Two Phase 2b Route Refinement Consultation.

2. Information

- 2.1. The Government has announced the majority of the preferred route for phase 2b of HS2 (Crewe to Manchester and West Midlands to Leeds) in November 2016 which will complete the full Y network.
- 2.2. The Government is also issuing safeguarding directions for the entire preferred route. Safeguarding directions require HS2 to be consulted on any relevant planning applications which could conflict with the plans for HS2, and gives homeowners access to statutory compensation schemes. This is an important step towards securing the delivery of HS2 as a whole.
- 2.3. The timescales of HS2 project (led by HS2 Ltd) are outlined as below:
 - Completion of the route refinement and property compensation consultations. Consultation closes on 9 March 2017.
 - Begin construction of Phase one in 2017 (London to Birmingham).
 - Set out Transport for North's (TfN) priorities for Northern Powerhouse Rail (NPR) in spring 2017 and produce a single integrated strategy by the end of 2017.
 - Begin procurement of rolling stock for Phase one by March 2017.
 - Deposit a hybrid bill for Phase 2b (Crewe to West Midlands) by the end of 2017.
 - Deposit a hybrid bill for Phase 2b (Crewe to Manchester and West Midlands to Leeds by the end of 2019).

- Open Phase one in 2026, Phase 2a in 2027 and the full HS2 scheme in 2033.

2.4. As a part of the route refinement consultation, HS2 Ltd is proposing seven substantial changes to the route consulted on in 2013. The seven areas of refinement are summarised in the figure below:



2.5. While our district partners will be responding separately on matters of local interest. It is proposed that WYCA would address the wider and regional issues as well as specific consultation questions that are of direct relevance to our region i.e. Questions 7 to 9 of the Route Refinement consultation.

2.6. The government has also proposed a package of property compensation / assistance schemes. It is proposed that WYCA does not respond to the property consultation as individual district authorities will respond on the impacts within their own boundaries. HS2 Ltd will be running a number of consultation events from January to February 2017 about the revised route and the proposed property schemes.

2.7. The full draft response to HS2 consultation is included in Appendix A.

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. Response to HS2 consultation is currently dealt with by the existing resources within the Rail team.

6. External Consultees

6.1. The draft consultation responses have been shared with the officers of district partners and Sheffield City Region.

7. Recommendations

7.1 That members approve the draft proposed response at Appendix A.

8. Background Documents (appendix)

- High Speed two: from Crewe to Manchester, the West Midlands to Leeds and beyond, November 2016
(https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/568208/high-speed-two-crewe-manchester-west-midlands-leeds-web-version.pdf)
- The draft full consultation response is included in Appendix A.

Appendix A - The draft full consultation response

West Yorkshire Combined Authority High Speed Two Phase 2b Route Refinement Consultation 2016

Introduction

This letter constitutes the response of the West Yorkshire Combined Authority to the High Speed Two Phase 2b Route Refinement Consultation. West Yorkshire Combined Authority (WYCA) is the transport authority covering Leeds, Wakefield, Kirklees, Bradford and Calderdale districts.

Our district partners are responding separately on matters of local interest. This response, however, addresses the wider and regional issues as a whole.

This response is structured in two parts. The first part of the response deals with the overall plans outlined by HS2 Ltd. The second part of the response deals with the questions in the consultation papers which are of direct relevance to our region i.e. questions 7, 8 and 9. We have not commented on questions which affect other authorities.

Wider and Regional Issues

We would like to address the following key points in the first part of our response:

- ***HS2 and the region's economy and growth***
- ***HS2 and Northern Powerhouse Rail***
- ***Yorkshire Hub : Leeds station***
- ***Maximising the benefits of HS2***
- ***Building from the North***
- ***International connectivity***

HS2 and the region's economy and growth

WYCA welcomes that the majority of the Phase 2b route is now confirmed. It is very encouraging that Secretary of State has also decided to issue safeguarding directions for the entire preferred Phase 2 route. We see this as an important step towards securing the delivery of HS2 as a whole.

Any opportunity to realise benefits early should be pursued. Leeds City Region has long called for the project to be 'built from the North'. In practice this could mean opportunities to phase construction so elements of phase 2b could be opened earlier than the whole route and in particular starting to redevelop and build Leeds station as soon as possible.

West Yorkshire and our region's partners strongly welcome the arrival of high-speed rail to UK's largest economy and population centre outside London. The Leeds City Region

economy is the biggest outside London, worth over £62 billion and generating 5% of England's outputs. We have three million residents, a workforce of 1.9m, 119,000 businesses, 14 further education colleges and nine higher education institutions, one of the largest concentrations in Europe. Our long term vision is "to be a globally recognised economy where good growth delivers high levels of prosperity, jobs and quality of life for everyone".

WYCA and Leeds City Region Enterprise Partnership (LCR LEP) has published the Strategic Economic Plan (SEP) for Leeds City Region, the SEP sets out four priorities for investment:

- Priority 1: Growing Business
- Priority 2 : Skilled People, Better Jobs
- Priority 3 : Clean Energy and Environmental Resilience
- Priority 4: Infrastructure for Growth

The region will need excellent transport infrastructure to underpin connectivity and create the conditions that will facilitate innovation, trade and that will attract skilled people and investment. WYCA and LCR LEP are committed to working with HS2 Ltd, other public and private sector partners to align investments for mutual gain to provide clarity and certainty to investors national and internationally.

We welcome HS2's approach in considering alternative locations for the proposed rolling stock depot at New Crofton. Having a depot within West Yorkshire will have positive impacts on the region's jobs and the economy. Our district partners will welcome the opportunity to work closely with HS2 Ltd to help determine the location for the depot.

We would like to work more closely with HS2 and Government on understanding the evidence of the benefit of HS2 to UK plc. With important contracts being let over the coming months, it is important that LCR can benefit directly from the construction and operation of HS2. The procurements offer the opportunity to bring tangible benefits to a wider supply chain and to a wider labour pool and spread the benefits across the country. LCR's Growth Strategy will help identify how local companies and local people can benefit. We would welcome HS2's involvement in both quantifying the local benefits and then helping to make sure they are delivered.

HS2 and Northern Powerhouse Rail

HS2 and Northern Powerhouse Rail (NPR) are "once in a lifetime" opportunities to transform connectivity in the regions, it is important that these two transformational projects are being joined up and complement each other.

As part of the NPR programme, a number of possible additional junctions are identified that should be included as the design of HS2 Phase 2b is developed. Appropriate integration between NPR and HS2 is crucial if both projects are going to work for the passenger. Although the projects are running to different timescales, it is vital that HS2 takes account of the touchpoints with NPR this year. The junctions are particularly important to ensure

onward travel of trains from Sheffield and further South through Leeds and then serving places further north. This onward northern link is a fundamental part of linking cities and realising the benefits of Northern Powerhouse Rail.

We welcome that HS2 Ltd is taking a system-wide approach to the consideration of further junctions. It is very important that HS2 “will include passive provision for NPR service in the Phase 2b hybrid Bill, subject to agreement of funding and the supporting business case”¹.

There are a number of “junctions” that are needed on the region’s rail network and we would be happy to work in collaboration with HS2 Ltd and TfN to develop these junctions further so that they could be included in the HS2 Hybrid Bill. We are aware that Transport for North (TfN) are developing options for NPR and the following junctions would be beneficial to the network regardless of which NPR options are chosen:

- The junction between HS2 route and the classic Leeds station: a connection between HS2 and the existing rail network is crucial to enable some classic compatible HS2 trains / NPR services to run from Sheffield and further South through the existing Leeds station and then to and from York and beyond.
- Junction east of Leeds: in addition to the above mentioned connection, a further connection east of Leeds to enable services travelling eastwards from Leeds classic station to continue on to HS2 towards York and the North.
- Junction at the north of Sheffield: a connection to enable services stopping at Sheffield Midland to continue onto destinations further north. This connection will also allow journeys between Sheffield and Leeds of 25 minutes.

Inclusion of these junctions in addition to the consultation route of HS2 serving Sheffield city centre via the existing network, would bring significant benefits. It would enable HS2 classic compatible and NPR services to efficiently serve Sheffield, Leeds and then places further North, enabling optimum use to be made of both the classic and HS2 networks and avoiding the need for inefficient reversing moves which increase journey times and also infrastructure requirements.

Similarly, for NPR to appropriately serve the North, the network needs to allow for fast and frequent services between cities. For example both Leeds and Manchester are both destinations in their own right and are key points on the network through which services need to travel seamlessly onto further destinations. The stations in these cities therefore need to be configured for NPR as through stations to allow for good onward connectivity without unnecessary delays in turning trains around.

The rail network in Leeds City Region is very capacity constrained. Significant enhancements are already committed and planned for rail services through franchise commitments, the

¹ High Speed two: from Crewe to Manchester, the West Midlands to Leeds and beyond, November 2016

Northern Hub programme and the Trans Pennine Route Upgrade. NPR will create further opportunities for capacity and connectivity improvements within and across the City Region and beyond. Capacity on the East of Leeds is a particular concern for this region and it is important that 4-tracking is developed as part of the NPR proposal.

As regarding the recommendation of a parkway station study, we welcome the opportunity to work with HS2 Ltd and the wider stakeholders across the regions to examine the case for constructing such a station. We understand the consideration of viability and costs is crucial, the on-going work however should also capture the regeneration and wider benefits in helping to support making the strongest case. The opportunities to stop the HS2 classic compatible services beyond Sheffield onto destinations further north and have both HS2 and NPR services calling at the potential parkway locations will help to build a viable case. Transport for North's sequence 2.5 work involves considering the case for city centre or parkway intermediate stops on the NPR network at 'Other Significant Economic Centres' (OSECs), including Wakefield and Barnsley. The HS2 South Yorkshire parkway study will be essential to inform TfN's OSECs work and so should be conducted within this in mind rather than in isolation.

WYCA have carried out extensive consultations and analysis regarding potential OSECs on the NPR network within the City Region boundary. The analytical work suggests that there is a strong case for an intermediate stop in Bradford city centre based on regeneration opportunities and benefits to the economy and the labour market. There are also strong, positive regeneration impacts and a case for a stop at York that would serve northern and eastern parts of Yorkshire.

Yorkshire Hub: Leeds station

The consultation papers confirm that Leeds will be served with the station configuration as proposed by Sir David Higgins in the "Yorkshire Hub"², with a shared concourse connecting the existing station with the HS2 station.

The previously consulted upon route proposed a new HS2 station in Leeds at New Lane. During the consultation, representatives from across the region expressed serious concern about the quality of the linkage between HS2 services and existing national and regional rail services at Leeds station. After continued engagement with HS2 Ltd, WYCA, Leeds City Council, local authorities across West Yorkshire, the West and North Yorkshire Chamber of Commerce, and Network Rail, a clear consensus around a new single preferred option emerged.

All partners agreed that a step change in connectivity is needed not only to Leeds, but to Bradford as a major city in its own right, as well as Wakefield, Huddersfield, and Halifax and the wider West Yorkshire region, while delivering improved links to Manchester and Liverpool to the West, and York, North Yorkshire, Newcastle and Hull to the North and East,

² https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/480396/Higgins_-_The_Yorkshire_Hub.pdf

and Sheffield and the East Midlands to the South. The danger was that the proposed station would have been too detached from the existing station and the hub effect would have been diminished. The conclusion was to develop an integrated station with HS2 platforms reaching directly into existing Leeds station, creating a common concourse between services.

WYCA strongly supports this approach. It is our view that by linking the HS2 and classic stations in Leeds, taking the requirements of NPR services into account and providing high quality and rapid interchanges across all rail platforms and with other modes of transport will provide transformational opportunities not just for Leeds but for the many parts of the city region such as Bradford, Wakefield, Huddersfield and Halifax. This will help Leeds station to fulfil its role as the major transport node in the region's transit network truly performing its role as a Yorkshire Hub that benefits the whole of city region. For this reason, Leeds station will be a key feature in the Leeds City Region HS2 Growth Strategy.

An integrated Classic and HS2 station coupled with enhanced urban realm and development will also help regenerate the South Bank area of Leeds and meet the objectives for City Square which will make a major contribution to the economy as a whole.

We are pleased that an effective and collaborative relationship has been developed over the last 14 months to guide the development of Leeds station. This includes the establishment of Senior Steering Group, the Leeds Station Joint Board and Joint working Group which comprises of WYCA, Leeds City Council, the Department for Transport, Network Rail, High Speed 2 Ltd, Transport for the North (TfN), Rail North, Department for Business, Innovation and Skills (BIS), Department for Communities and Local Government (DCLG) and HS2 Growth Partnership (LCR & HS2 Ltd) to develop a transformational masterplan for Leeds station. The level of collaboration across partners is unprecedented and is a very strong statement of commitment to the delivery of HS2.

Maximising the benefits of HS2

WYCA recognises the importance of investing early to better connect cities and towns within the region and beyond. HS2 can only be as good as our local rail and transport connections make it.

Our West Yorkshire plus Transport Fund (WY+TF), the £1.4 billion of transport improvement programme, together with the programme of transport improvements in Leeds proposed as part of the Interim Leeds Transport Strategy will help to kick start the pathway towards creating an integrated network in a sub-region level.

It is of vital importance that investment in the conventional rail network continues over the next twenty years during the development phase of HS2 so that the region could become truly "HS2 ready" and HS2's benefits can be realised in day one. We would like to see a series of enhancements to local services, in terms of frequency, journey time and capacity. The

Yorkshire Rail Network Study (YRNS)³, the collaborative work we completed with Sheffield City Region has highlighted the economic benefits (£12 billion) of enhancing the rail network for the entire region and beyond. The HS2 Growth Strategy will identify additional capital investment in the existing infrastructure. For example there are additional benefits to improve connectivity on certain rail corridors to further improve accessibility to the HS2 network. This is not just about access to the stations within WY but also, for example, improvements on Penistone line will help Kirklees and South Yorkshire districts accessing HS2 services via Sheffield.

Needless to say, the timely delivery of all the committed enhancements is fundamental. These include the improvements committed in the current franchises, the Trans Pennine Route Upgrade and the Northern Hub programme.

Further modernisation and electrification of core regional rail routes such as the Sheffield, Calder Valley and Harrogate Lines and further enhancement on the East Coast Main Line (ECML) and services that make use of it will also help to realise the maximum economic and social value of the HS2 project. The Consortium of East Coast Main Line Authorities (ECMA) has commissioned extensive research on the benefits of enhancing ECML. The analysis suggests that investing in ECML has the potential to unlock £5 billion to the UK economy and bring to £9 billion when combined with the benefits of High Speed 2 East⁴.

We acknowledge HS2's recent preference to serve Sheffield through Sheffield city centre. While it is outside our area, the connectivity between Leeds and Sheffield is crucial to our region and is identified as one of the key priorities in the West Yorkshire Rail Strategy document "Rail Plan 7"⁵. It is also one of key aspirations of the Transport for North.

Building from the North

HS2 provides the prospect of transformational change giving a major boost to our economy as well as creating opportunities to release constraints on our local and longer distance rail networks.

However, given the long timelines and the late start date (2027) of the Leeds phase, bringing forward the northern route is vital to the economy of this region. This will have the additional economic benefits in frontloading construction jobs and delivering the benefits sooner.

³<https://www.wymetro.com/uploadedFiles/WYMetro/Content/news/projects/projectdetails/Yorkshire%20Rail%20Network%20Study%20%20Conditional%20Output%20Statement%20v11.pdf>

⁴ www.investineastcoast.co.uk

⁵http://www.wymetro.com/uploadedFiles/WYMetro/Content/aboutmetro/Local_Transport_Plan/20121017RailPlan7.pdf

We also urge HS2 Ltd to consider the inclusion of various “junctions” as discussed in the earlier part of this response which will enable the early delivery of NPR.

International connectivity

The consultation papers do not discuss any proposals for international services apart from the airport connectivity. We recognise that the provision of security and customs facilities at Leeds or other stations would be a significant modification. However, we are seeking HS2 Ltd to future proof a connection to the existing HS1 in the south for cross - channel links.

Responses to Consultation Questions

This part of the response deals with the specific consultation questions.

Question 7 – Do you support the proposal to amend the route to serve South and West Yorkshire? Please indicate whether or not you support the proposal together with your reasons.

Our district and South Yorkshire partners will comment on the local issues of the proposed alignment. WYCA supports a strong connection between Leeds City Region and Sheffield City Centre and onward to the Sheffield City Region. Faster journey times and more capacity are needed to help support the two economies.

If the Government is minded to amend the route as proposed then the proposed northern junction to allow HS2 services to stop at Sheffield and then continue north to Leeds and beyond is very important to West Yorkshire and our region. Further work is needed to ensure that:

- Improvements to journey times between LCR and Sheffield City centre are met through whichever route is chosen by Government. We welcome proposals that strengthen the business case for the HS2 eastern leg and Phase 2 as a whole which we fully support.
- Proposals to enable services stopping at Sheffield Midland to continue onto destinations further north is crucial to improve the journey times between Leeds and Sheffield. Improved connectivity between Leeds and Sheffield is identified as one of the key priorities in the West Yorkshire Rail Strategy document ‘Rail Plan 7’.
- In the Yorkshire Rail Network Study, a study commissioned by West Yorkshire Combined Authority (previously known as Metro) and Sheffield City Region in 2012, the analysis identified between £2.6bn and £3bn of journey time benefits that could be delivered by enhancing connections between the key regional centres such as Leeds, Sheffield, Bradford and Manchester etc. Analysis also suggests that improved

connectivity between these five centres (Bradford, Leeds, Sheffield, York and Manchester) alone could generate economic benefits of up to £1.2bn Present Value (PV). The next stage of HS2's work should identify how HS2 along with NPR can best deliver these benefits.

Questions 8 and 9 – Do you support the potential development of a northern junction to enable high speed services stopping at Sheffield to continue further north? Please indicate whether or not you support the proposal and your reasons.

As outlined in the earlier part of this response, WYCA welcomes the suggestion of a northern junction at the north of Sheffield if the new route is taken forward by Government. The proposed junction will enable the HS2 services stopping at Sheffield to continue further north. If the junction and the complementary improvements are appropriately implemented, it will have the potential to enhance the local services between Leeds and Sheffield and at the same time meet the Transport for North aspiration for Leeds and Sheffield connectivity. The importance of Leeds and Sheffield connectivity are already set out in our answer to Question 7.

The northern junction should be developed to maximise its benefits and complements the local and regional transport priorities in the Yorkshire area. For example, the connection should enable links to be provided into and out of HS2 to the north and south of Sheffield in a way allows capacity for better local services on the existing routes, such as two stopping trains per hour between Leeds and Sheffield via Moorthorpe and Sandal & Agbrigg.

The detailed design should be developed in a way that will not jeopardise the available capacity on the classic rail network i.e. making it more difficult or expensive or impossible to provide enhanced local and regional connectivity.

We are pleased to know that the provision for the northern junction is made within the existing HS2 budget (as indicated in the consultation papers), we will continue to work with DfT, TfN and the relevant partners to ensure that the necessary improvements to complete the loop including the electrification of the railway north of Sheffield to the junction are considered as part of the package.

In parallel to the development of infrastructure requirement, it is important that HS2 Ltd could develop the train services specification that makes effective use of the northern junction.

Do you support the proposed location of the northern junction in the vicinity of Clayton? Please indicate whether or not your support the proposal and your reasons.

Our South Yorkshire partners might wish to comment on the local impact in the vicinity of Clayton. WYCA supports the principle of having a northern junction if the new route is taken

forward by Government. WYCA will support the proposed location of the northern junction in Clayton provided that it minimises its impact on the relevant communities and environment through which it passes and that those who suffer real adverse impacts are fairly compensated.

The proposed northern junction should be developed in parallel with the South Yorkshire Parkway options so that the proposed parkway can be served by both HS2 and NPR services to maximise the benefits of the parkway station and to ensure that benefits can be distributed more widely in Yorkshire.

We would be grateful if WYCA could be involved and consulted in the development of the northern junction together with the development of HS2 services specification beyond Sheffield.

Director: Rob Norreys, Director,
Policy, Strategy & Communications
Author: Liz Hunter, Steve Heckley



ITEM 9

Report to: Transport Committee

Date: 24 February 2017

Subject: Transport Strategy Implementation Plan 3 – LTP Integrated Transport block programme

1. Purpose

- 1.1 To endorse a draft West Yorkshire LTP Integrated Transport block funded programme 2017-22 (IP3) as part of the overall Transport Strategy Implementation Plan 3

2. Information

Background

- 2.1 The West Yorkshire Combined Authority (WYCA) is developing a new West Yorkshire Transport Strategy to support delivery of the Leeds City Region Strategic Economic Plan (considered in a separate report as Item 5 to this meeting).
- 2.2 This 20 year Strategy is envisaged as a single plan with multiple funding streams, including DfT provided Local Transport Plan Integrated Transport (IT) and Highway Maintenance (HM) block grant allocations as previously, plus the West Yorkshire Transport Fund (Local Growth Funds) and any other grant or aligned partner funding that may become available.
- 2.3 The 20 year Transport Strategy is proposed to be delivered through a series of five year Implementation Plans to contain specific programmes and projects. The first of these Implementation Plans (IP3) would cover the period 2017-2022, with a proposed mid-term review.
- 2.4 Transport Committee (December 2016) noted the commencement of work to prepare the first Implementation Plan and agreed an indicative programme including priorities and indicative percentage allocations for the use of the LTP Integrated Transport (IT) funded element of the programme. The IT block is intended to fund smaller scale improvements to transport networks and facilities.

- 2.5 Integrated Transport Block funds are significantly constrained as a result of the overall reduction in the level of LTP Integrated Transport (IT) funding from DfT (as a result of government decision to top slice 40% of LTP funding at a national level to support the Local Growth Fund). These constraints are most significantly felt in Years 1 (2017/18) and 2 (2018/19) with the impact of commitments carried forward from IP2 where scheme delivery extends into this new IP3 period, as well as match funding commitments, such as the CityConnect Cycle City Ambition Grant programme, falling within the IP3 period.

National Productivity Investment Fund

- 2.6 The Government announced a new National Productivity Investment Fund (NPIF) in the Autumn Statement 2016, as additional funding for transport and other sectors that are key to boosting productivity.
- 2.7 In January 2017, the DfT confirmed that £185 million would be allocated to local authorities to improve local road networks and public transport in 2017/18, with £6.925m made available for West Yorkshire Combined Authority, based on a formulaic approach. Details of future years' funding from the NPIF are still awaited but funding is expected to be made available through a competitive bidding process.
- 2.8 In line with the DfT's required deadline of 3 February, WYCA has confirmed its readiness to spend NPIF funding in 2017/18 on improving local road networks and public transport works, and that it will provide information on its website on how the funding will be spent by the end of March 2017.
- 2.9 It is proposed that £1.615m of the Year 1 NPIF grant of £6.925m is used to supplement Integrated Transport block funding to enable an expanded LTP IP3 programme.

LTP Integrated Transport IP3 programme (2017-22)

- 2.10 The detailed IT Block IP3 programme attached as Appendix A shows proposed allocations to schemes within seven programme areas that match the core themes of the draft West Yorkshire Transport Strategy.
- 2.11 This proposed programme reflects the input of all West Yorkshire LTP partners and is recommended as providing a good strategic fit with the draft Transport Strategy, offering effective use of resources, satisfying partner priorities and providing confidence in deliverability in the early years of IP3. The development of the programme has been carried out in parallel with the ongoing delivery and development of the WY+TF and Leeds £173.5m Strategy programmes to ensure that priority schemes are supported for delivery.
- 2.12 The approach taken is to provide detail for first two years of the IP3 period (2017-18 and 2018-19). Funding for these years is made up of £26.208m LTP IT block grant and £1.615m NPIF funding (Year 1 only).

- 2.13 For the following three years (2020-22), costs have been shown where known, otherwise indicative allocations are provided where scheme details are still to be developed.
- 2.14 It is proposed to undertake a mid-term review of the programme after Year 2 (2018/19) to consider the detailed development of the remainder of the programme, in light of factors that might influence priorities including:
- new scheme priorities to be accommodated in the programme
 - emerging funding opportunities (that may offer potential to fund schemes previously identified for LTP development, or require match funding contributions that may affect the programme)
 - the outcome of scheme development work carried out in Years 1-2
 - potential changes to LTP funding made available by DfT
- 2.15 The LTP IP3 programme for Years 1 and 2 totals £32,785m, against available funding of £27,823m. This represents a level of overprogramming of 18% which is considered appropriate for this type of programme.
- 2.16 The remainder of the NPIF (£5.310m) is proposed to provide a discretionary element of spend for partners, for schemes:
- that are in accordance with draft Transport Strategy structures/core themes
 - that contribute to the NPIF objective to improve the productivity of local roads, including improvements to highways and public transport
 - that are clearly identifiable by the end of March 17 for publication
- 2.17 The constrained LTP funding had led to a number of schemes initially identified as desirable for delivery in IP3 being removed from the LTP IT programme, or scaled down – including Network Management, Cycling and Walking, Bus Strategy and Delivery, Public Transport Assets, Places and major match funding contributions for future bids.
- 2.18 As well as funding some prioritised but unaffordable schemes, the proposed discretionary element of NPIF funding offers the possibility of reducing further the number of schemes previously removed from the LTP IT programme, or increasing the scale of funded schemes to deliver greater benefits and meet partners' ambitions.

Limitations of the LTP Integrated Transport block programme

- 2.19 West Yorkshire partners' development of the Integrated Transport Block programme has also identified difficulties in funding certain other types of scheme due to scale or fit with funding programme objectives including:
- Rail station development and accessibility improvements – which are too large to accommodate within the IT Block allocation

- Cycling and walking route infrastructure (on-and off-highway) which are currently funded up to 2019 through DfT Cycle City Ambition Grant, and due to scale/costs do not easily fit within the IT block but for which there currently exists no alternative source of funding to continue / expand the programme.
- Larger scale asset renewal e.g. major Bus Station refurbishment; life expired Network Management (UTMC) assets

2.20 Further consideration will be required as to how to address the delivery of these types of larger schemes from alternative funding sources.

Portfolio management and Assurance process

- 2.21 In July 2016 the Combined Authority approved the establishment of a WYCA Portfolio Management Office (PMO) to ensure the most effective project control to deliver best value for money in a transparent and effective way. The design of the Portfolio Management Office and Assurance process has now been finalised. The initial focus has been to move the larger, higher cost, more complex Local Growth Fund Schemes through this new process, but an important feature of the assurance process is its flexibility in that it can be adapted to the specific nature, scale and scope of a project and/or programme. It is proposed to begin to apply this assurance process to the new Integrated Transport block programme of smaller scale, lower cost projects, commencing with WYCA led or WYCA funded schemes, with West Yorkshire District partners also given the option to utilise the PMO and Assurance process as part of their scheme development and delivery.
- 2.22 A report will be made to a future meeting of Transport Committee to identify how the Assurance Process can be best applied, proportionally to the Integrated Transport block programme.

3. Financial Implications

3.1 The Financial Implications are set out in Section 2 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. External Consultees

6.1 West Yorkshire LTP Partners have been consulted in the drafting of this report.

7. Recommendations

- 7.1 That Transport Committee endorses the attached draft West Yorkshire LTP Integrated Transport funded programme 2017-22 (IP3) and that approval is sought from the next meeting of the Combined Authority.
- 7.2 That Transport Committee endorses the use of 2017/18 National Productivity Infrastructure Fund to support delivery of the Integrated Transport block programme and partner priorities.

8. Background Documents

- 8.1 As identified in the report.

Appendix 1. Draft Interim Implementation Plan 2017/22

All allocations shown in £000s

	Profiled capital cost					
	2017/18	2018/19	2019/20	2020/21	2021/22	5 year total
Highway Assets (£000s)						
<i>Highway resurfacing / reconstruction</i>	25,971	23,507	23,507	23,507	23,507	119,995
<i>Bridges, structures and retaining walls</i>						
<i>Street Lighting</i>						
TOTAL HIGHWAY ASSET						119,995
<i>Y5 (2021-22) allocations are indicative and subject to confirmation</i>						
TOTAL HIGHWAY MAINTENANCE BLOCK						119,995
Road Network (£000s)						
Network Management						
<i>UTMC traffic signal replacement and upgrades; improvements to data communications, linked to joint UTMC centre; improvements to signal technologies and controls; new and replacement variable message signs</i>						
Bradford	460	460	460	460	460	2,300
Calderdale	140	140	140	140	140	700
Kirklees	340	340	340	340	340	1,700
Leeds	780	780	780	780	780	3,900
Wakefield	280	280	280	280	280	1,400
<i>Sub Total</i>	2,000	2,000	2,000	2,000	2,000	10,000
Safer Roads						
<i>Highways improvements aimed at reducing casualties in target locations; programmes local improvements to improve safety, especially vulnerable users, reduce severance and increase pedestrian accessibility in local areas, responding to community needs</i>						
Bradford	932	932	932	932	932	4,660
Calderdale	365	365	365	365	365	1,825
Kirklees	761	761	761	761	761	3,805
Leeds	1,357	1,357	1,357	1,357	1,357	6,785
Wakefield	585	585	585	585	585	2,925
<i>Sub Total</i>	4,000	4,000	4,000	4,000	4,000	20,000
Motorcycling						
<i>Motorcycle parking and other access improvements</i>						
Bradford	20	20	20	20	20	100
Calderdale	20	20	20	20	20	100
Kirklees	20	20	20	20	20	100
Leeds	20	20	20	20	20	100

Wakefield	20	20	20	20	20	100
	100	100	100	100	100	500
Cycling and Walking						
<i>Larger scheme development and delivery of small schemes to improve local access on foot and by bike (Years 1 and 2); delivery of large schemes (Years 3 to 5)</i>						
CCAG Match Funding	1,850	4,480	460	90	100	6,979
Bradford	50	50	2,000	2,000	2,000	6,600
Calderdale	50	50				
Kirklees	50	50				
Leeds	50	50				
Wakefield	50	50				
WY Cycle Network Development	50	50				
Cycling and Walking to Work Fund match funding contribution	150					150
<i>Sub Total</i>	2,150	4,780	2,460	2,090	2,100	13,730
TOTAL ROAD NETWORK						44,230
Places to Live and Work (£000s)						
<i>Placemaking schemes in local centres and neighbourhoods including elements of walking route upgrades, streetscape improvements, accessibility and safety.</i>						
Queensbury/Keighley/Saltaire (yr 1-2)	300	300	1,300	1,300	1,300	6,500
Mytholmroyd (Yr1-2)	120	120				
Dewsbury Station Gateway (Yr 1-2)	250	250				
Harehills/Meanwood/Chapelton Leeds (Yr 1 -2)	440	440				
Featherstone/W'field Centre (Yr1-2)	190	190				
Sub Total	1,300	1,300	1,300	1,300	1,300	6,500
TOTAL PLACES TO LIVE AND WORK						6,500
One System Public Transport (£000s)						
Rail Strategy	150	150	1,560	1,560	1,560	4,980
Bus Strategy Delivery/Bus18	500	375				875
Access Bus refurbishment (DfT Clean Vehicle Technology Fund Match funding)	470					470
Major Rail Station Contingency	200	200				400
Morley Public Transport Hub	150					150
TOTAL ONE SYSTEM PUBLIC TRANSPORT						6,875
Smart Futures (£000s)						
Smartcard and Information programme – see separate report	1,555	980	0	0	0	2,535

Bus Real Time Evolution (systems)	375		0	0	0	375
<i>Sub Total</i>	1,930	980	0	0	0	2,910
TOTAL SMART FUTURES						2,910
Asset Management (£000s)						
H&S works at Bus Stations	250	250	1,670	1,670	1,670	1,250
Bus Shelter Invest to Save programme	350	350				1,750
Bus Shelter Real Time Display Renewal	2,000					2,000
Bus Station CCTV Digital Upgrade	500					500
Bus Shelter Refurbishment "Smart 5" - completion of programme (Leeds)	300					300
ICT Strategy	675	145	100	100	100	1,120
<i>Sub Total</i>	4,075	745	1,670	1,670	1,670	9,830
TOTAL ASSET MANAGEMENT						19,660
Cross Cutting Theme (£000s)						
Low Emission Fleet Incentive Scheme (ECO-Stars)	40	40	40	40	40	200
ULEV Taxi and Private Hire Chargepoint Programme – match funding contribution	300	300	300	300		1,200
<i>Sub Total</i>	340	340	340	340	40	1,400
TOTAL CROSS CUTTING THEME						1,400
Programme Wide Activities (£000s)						
Monitoring, Evaluation and Bid Development	150	150	150	150	150	750
Total Integrated Transport Block	17,665	15,120	13,580	13,210	12,920	72,495

Director: Melanie Corcoran,
Director of Delivery
Author: Ben Whittaker



ITEM 10

Report to: Transport Committee

Date: 24 February 2017

Subject: LTP Approvals - LTP Quarterly Payments

1. Purpose

1.1. To seek approval for Quarter 4 2016/17 payments for the following programmes:

- LTP IP2 Integrated Transport and Highway Maintenance Blocks;
- Highways Maintenance Incentive Funding; and
- Cycle City Ambition Grant (CCAG).

2. Information

2.1. The former West Yorkshire Integrated Transport Authority (WY ITA) approved the Local Transport Plan 3 (LTP3) second Implementation Plan (IP2) 2014/17 at their meeting in January 2014.

2.2. Table 1 shows the payments to be made to partners. LTP Payments are based on the current allocations as reported to Transport Committee in October 2016, which are set out in **Appendix 1**.

Quarterly Payments

Integrated Transport Block Funding

2.3. Responsibility for delivering the interventions identified in IP2 is shared between the Combined Authority and District Councils. The agreed approach is that the Integrated Transport (IT) Block element of the LTP funding is distributed by the Combined Authority between the LTP Partners based on the value of the Implementation Plan each partner is responsible for delivering (less any over-programming).

- 2.4. The Quarter 4 payments for each of the Partners, reflecting the latest progress in developing and delivery of IP2, is set out in Table 1.

Highways Maintenance Block Funding

- 2.5. The Highway Maintenance (HM) Block funding is distributed between the District Councils in accordance with Department for Transport (DfT) formulaic allocation.
- 2.6. The distribution of the HM Block funding is set out in **Appendix 2**. The proposed Quarter 4 payments are shown in Table 1.

Highways Maintenance Incentive Funding

- 2.7. In December 2014, the government announced a Highway Maintenance Incentive Fund to reward councils who demonstrate they are delivering value for money in carrying out cost effective improvements.
- 2.8. Each highway authority completed a self-assessment questionnaire assessing their asset management regime against set criteria, with banded scores dictating the level of funding to be received from the fund between 2015/16-2020/21.
- 2.9. The Department for Transport have advised that all West Yorkshire local highway authorities had achieved Band 2 status and has been awarded a full allocation of £1.637m in 2016/17. The banding allocations reflect the maturity of local highway authorities in fulfilling their highway maintenance responsibilities. Band 1 is the lowest level, and Band 3 the highest.
- 2.10. This Report seeks approval to pay out the Quarter 4 HM Incentive Funding allocations to district partners as shown in Table 1.

Cycle City Ambition Grant (CCAG) Funding

- 2.11. The Cycle City Ambition Grant funding is managed in accordance with the principles established for LTP funding, with funding allocated to partners (in this case including York City Council who were partners in the successful bid) in accordance with the forecast spend at the beginning of each quarter.
- 2.12. The funding to be allocated in Quarter 4 of 2016/17, as agreed with the partners involved is set out in **Appendix 3**. The proposed Quarter 4 payments are also shown in Table 1.

3. Financial implications

- 3.1. The financial implications are set out in Section 2 of the report.
- 3.2. Table 1 below summarises the Quarter 4 payments to be made to the District Council partners.

Table 1 – Quarter 4 2016/17 Payments (£000s)

District	IT	Maintenance	Highway Maintenance Incentive Funding	CCAG	Total
Bradford	-316	1,411	87	1,000	2,182
Calderdale	94	898	56	200	1,248
Kirklees	264	1,395	86	100	1,845
Leeds	927	1,988	122	100	3,137
Wakefield	261	974	60	200	1,495
WYCA	2,525	30	0	10	2,565
York*	0	0	0	400	400
Total	3,755	6,696	411	2,010	13,631

* York City Council are a partner in the successful joint bid for Cycle City Ambition grant funding.

4. Legal Implications

- 4.1. The Transport Committee has delegated authority to approve the capital expenditure sought in this report for the delivery of LTP.

5. Staffing Implications

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

6. Consultees

- 6.1. Angela Taylor (Director of Resources) has provided advice in the preparation of this report.

7. Recommendations

- 7.1. That the Transport Committee approves the quarterly payments set out in Table 1.

8. Background Documents

West Yorkshire Combined Authority Report, 4 February 2016, Item 7 'Business Plan and Budget Report 2016-17'.

Appendix 1

Changes to Indicative LTP Integrated Transport IP2 2014-2017 (£000s)

District		2014/15	2015/16	2016/17	TOTAL
Bradford	Approved October 16	1,037	1,560	1,947	4,544
	Proposed Adjustment	0	0	-802	-802
	Proposed February 17	1,037	1,560	1,145	3,742
Calderdale	Approved October 16	1,243	944	1,066	3,243
	Proposed Adjustment	0	0	-167	0
	Proposed February 17	1,243	944	889	3,076
Kirklees	Approved October 16	1,489	2,578	2,256	6,323
	Proposed Adjustment	0	0	-300	0
	Proposed February 17	1,489	2,578	1,956	6,023
Leeds	Approved October 16	3,640	3,545	3,708	10,893
	Proposed Adjustment	0	0	0	0
	Proposed February 17	3,640	3,545	3,708	10,893
Wakefield	Approved October 16	1,446	1,378	1,441	4,265
	Proposed Adjustment	0	0	-100	-100
	Proposed February 17	1,446	1,378	1,341	4,165
Combined Authority	Approved October 16	10,808	8,776	10,066	29,650
	Proposed Adjustment	0	0	0	0
	Proposed February 17	10,808	8,776	10,066	29,650
Centrally held funding	Approved October 16	0	0	0	0
	Proposed Adjustment	0	0	1,269	1,269
	Proposed February 17	0	0	1,269	1,269
TOTAL	Approved October 16	19,663	18,781	20,474	58,918
	Proposed Adjustment	0	0	0	0
	Proposed February 17	19,663	18,781	20,474	58,918

Notes:

General: Programme subject to changes to bring funding allocations in line with expected outturn spend at year-end, with funding returned to Centrally Held Funding pot for potential reallocation in 2017/18 if required to fund delivery of schemes committed in IP2 where delivery has extended into IP3 Year 1 (2017/18).

Bradford: -£802k 2016/17

Reduction in allocation to match expected final spend, following delays to delivery of Safer Roads scheme due to delivery resource availability earlier in year.

Calderdale: -£167k 2016/17

Reduction in allocation to match expected final spend, following delays to procurement and delivery of UTMC programme and completion of final phase of Safer Roads schemes.

Kirklees: -£300k 2016/17

Reduction in allocation to match expected final spend, following delays to procurement and delivery of UTMC programme and delivery of final phase of Huddersfield Town Centre scheme.

Leeds: £0k 2016/17

No changes to programme are proposed. No proposed adjustment to funding allocation.

Wakefield: -£100k 2016/17

Reduction in allocation to match expected final spend, following reduced scope of Asset Management and Safer Roads programmes - due to general delivery resource availability and delays in delivery of safety camera scheme (reprogrammed for IP3).

WYCA: £0k 2016/17

No changes to programme are proposed. No proposed adjustment to funding allocation.

Centrally held funding: £+1,267k 2016/17

Funding reallocated from Partners returned to Centrally Held Funding pot for potential reallocation in 2017/18 if required to fund delivery of schemes committed in IP2 where delivery has extended into IP3 Year 1 (2017/18).

Appendix 2

Indicative LTP Highways Maintenance Block Funding 2014-2017 (all figures in £000s)

Partner Authority	IP2			
	HM Formula Allocations			HM Incentive Fund
	2014/15 (paid)	2015/16 (paid)	2016/17 (forecast)	2016/17 (forecast)
	£000s	£000s	£000s	£000s
Bradford	5,226	6,180	5,656	346
Calderdale	3,365	3,941	3,604	221
Kirklees	4,331*	6,116	5,598	343
Leeds	6,855	8,701**	7,967	487
Wakefield	2,978	4,276	3,911	240
Combined Authority	10 [#]	0	45 ^{##}	0
Total	23,766	29,213	26,781	1,637

* 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

** Includes a +£1k correction for a rounding error in 2014/15 payment

Topslice to fund development work for Highways Maintenance Challenge Fund (£5k) and Pothole Fund Review (£5k)

Topslice to fund Highways Maintenance Incentive Fund development work

CCAG Funding Profile - Combined Programme (all figures in £000s)

Partner	2013/14 (paid)	2014/15 (paid)	2015/16 (paid)	2016/17			
				Q1 (paid)	Q2 (paid)	Q3 (paid)	Q4 (Proposed)
Bradford	142	758	524	54	374	171	1,000
Calderdale	N/A	N/A	100	0	0	Nil	200
Kirklees	N/A	N/A	183	72	55	57	100
Leeds	457	5,254	15,818	1,589	716	864	100
Wakefield	N/A	N/A	100	0	38	65	200
WYCA	630	1,190	1,683	500	354	254	10
York	N/A	N/A	74	28	90	2	400
Total	1,229	7,172	18,482	2,243	1,627	1,413	2,010

Director: Dave Pearson,
Director, Transport Services
Author: James Bennett



ITEM 11

Report to: Transport Committee

Date: 24 February 2017

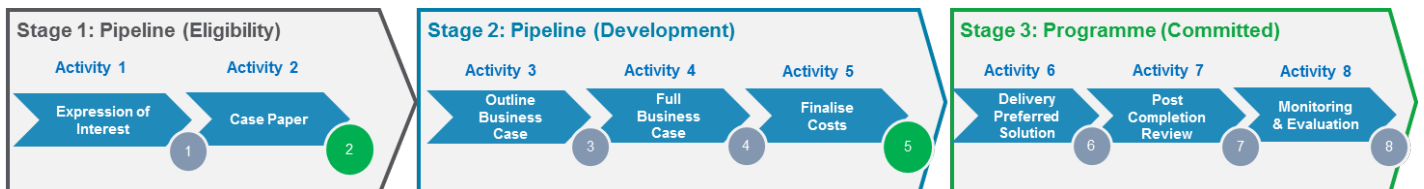
Subject: LTP Capital Spending and Project Approvals: Smartcard and Information Programme

1. Purpose

- 1.1. To put forward proposals for the funding of three Local Transport Plan projects that are part of the Smartcard and Information Programme for consideration by the Transport Committee. These projects are:
- Card Application System
 - Smartcard
 - Traveller Information

2. Information – Assurance Process

- 2.1. WYCA is in the process of refreshing its Assurance Framework which all projects and programmes will be required to follow as part of an enhancement to current project, programme and portfolio management arrangements.
- 2.2. Included in the Assurance Framework is a new Assurance Process. This is a three stage process.



- 2.3. As part of introducing a new Assurance Process, a mapping exercise for all programmes and projects has been undertaken within WYCA's portfolio. This has been completed and provided a provisional position of schemes on the new process.

- 2.4. The approved Smart Card Programme has been mapped to Stage 3: Programme Committed, with current projects in Activity 6: Delivery.
- 2.5. The schemes subject to this request for funding in this report have been considered as part of this new Assurance Process with recommendations to confirm the costs in advance of seeking approval from Transport Committee. This has been completed.

3. Information – Smartcard and Information Programme

- 3.1. The Smartcard and Information Programme has been in place for five years now, and these are the costs to complete the existing Card Application System, Smartcard and Traveller Information Projects as originally set out in the Programme.
- 3.2. At the December 2016 meeting Committee considered an update on progress to date and next steps on the development of the smartcard & information and real time bus information projects. The Committee noted progress to date and endorsed the next steps as consistent with the Authority’s policies with regard to economic growth and transport strategy.
- 3.3. Outlined below are the projects that will deliver the next steps of the Smartcard and Information Programme. The projects have been developed to ensure they contribute towards the achieving the main outcomes of the Strategic Economic Plan, to create jobs, prosperity and “good growth”.
- 3.4. The Smartcard and Information Programme is a set of projects and business change activities that have been developed to contribute to delivery of the Strategic Economic Plan through a transformation of the way in which people pay for local travel and plan their journeys. The next stage in the development of Programme is:

- **Card Application System:**

To extend the new card application system to enable customers to buy MCard ticket products (e.g. weekly, monthly) online using the MCard website. This will enable customers to buy tickets when and where they like, 24 hours a day, 7 days a week. The system will be developed to deliver personalised ticketing and travel information to card holders who wish to receive such information. This will enable information such as timetable changes or planned disruption information to be sent only to those customers who need to know based upon their travel patterns. Enhancements will be made to enable online smartcard application process for pupils who qualify for free travel to school or wishing to reserve a seat on a school bus service.

The cost of these initiatives is **£870k**.

- **Smartcard:**

To enhance the Smartcard retail offer to make it easier to purchase tickets by providing further self-serve MCard ticket machines and to extend the retail network to allow customers to allow customers to load (“pick up”) tickets pre-purchased online at a convenient locations. Work will be undertaken to scope

the business case for a daily cap (the next stage of Pay As You Go which ensures the customer never pays more than a fixed daily price). Roll out of the daily cap would be subject to the development of a customer proposition, pricing and associated commercial arrangements which will be presented this Committee.

The cost of these initiatives is **£613k**.

- **Traveller Information:**

Traveller Information enhancements including expansion of the self-service enquiry points at bus stations. The project will also enable enquirers to access single bus fare information (which also requires bus operators to provide the data). This project will enable the creation of on-street city centre maps showing location of all city centre stops and key destinations served.

The cost of these initiatives is **£271k**.

3.6 Appendix 1 details the timeline indicating the next steps in the development of the smartcard and information programme. The total cost of the continuing development of the Smartcard and Information projects, including staff costs, is **£1,754k**.

3.7 In addition to providing improved service to customers, they will enable a move to greater self-service reducing the revenue cost of the current service delivery.

4. Benefits

4.1 For the Smartcard and Information Programme as a whole, the projects will enable a forecast shift of MCard ticket sales made online from none today to 20% of all sales.

4.2 The project can be seen to address Priority 4 of the SEP business plan objectives. On Priority 4 (Delivering the infrastructure for growth) the Programme will deliver a modern ticketing and information infrastructure, both physical and internet based, to help develop and the region's transport network.

5. Costs

5.1 The total cost of the Smartcard and Information Programme projects is £1,754k, to be funded from the Local Transport Plan (Implementation Plan 3). Appendix 2 contains a breakdown of funding by project and item area.

5.2 A report elsewhere on this agenda includes these items the overall programme for the LTP Integrated Transport Block.

6. Timescales

6.1 The project elements outlined in this report will be delivered during 2017/18 and 2018/19 with all being fully complete by March 2019.

7. Financial Implications

8.1 The report seeks endorsement to expenditure from the available Local Transport Plan funding as set out below:

- Card Application System for online sales, personalisation & marketing and Education - £870k
- Smartcard Project - £613k
- Traveller information - £271k
- Total for all 3 projects - £1,754k

8. Legal Implications, Access to Information

8.1. None, as a direct result of this report.

9. Staffing Implications

9.1. Staff costs to deliver the Smartcard and Information projects are included in the overall capital costs sought in this report. Appendix 2 contains a breakdown of funding by project and item area including staff costs.

10. Recommendations

11.1 That Transport Committee approves that the funding of £870k required to delivery of the Card Application System project. The project will be funded from the Local Transport Plan (Implementation Plan 3)

11.2 That Transport Committee approves that the funding of £613k required to delivery of the Card Application System project. The project will be funded from the Local Transport Plan (Implementation Plan 3)

11.3 That Transport Committee approves that the funding of £271k required to delivery of Card Application System project. The project will be funded from the Local Transport Plan (Implementation Plan 3)

11. Background Documents

12.1 None.

Appendix 1: Timeline showing the next steps of the Smartcard and Information programme.

2017

Item	Description	Date
Card Application system	Extension of the new smartcard application system to include senior, pink and 19-25 online card applications. The smartcards enable holders to access discounted travel.	Feb 2017
New app to purchase tickets	Launch of a new smartphone based App which allows MCard smartcard holders to purchase and load products onto their smartcard directly from their mobile phone	April 2017
Mobile phone app ticketing trial	A trial of a potential new mobile phone app based ticketing system on the Bradford to Keighley 662 route. Will assess the potential of the technology as a future ticketing system.	June 2017
Website	Asset renewal project to replace life expired platform for WYCA's websites and new hosting arrangements which provides capacity when needed such as events (snow, wind etc) which cause increased customer use of the website.	June 2017
Card Application system	Extension of the new smartcard application system to include online annual, blind & disabled and white MCard applications. The annual and blind & disabled smartcards enable holders to access discounted and/ or free travel. This completes the "card application" element of the system	Dec 2017
Self-service enquiry points	Following on from the trial at Leeds bus station, roll out of bus station self- service enquiry points at WYCA staffed bus stations.	Dec 2017
Scope capping	The scoping of the business case for daily cap (the next stage of Pay As You Go which limits daily use at, for example, the Day Saver maximum price)	Dec 2017
MCard ticket machines	Purchase of a further self-serve MCard ticket machines which allow customers to buy and load products to their smartcards	Dec 2017

2018

Item	Description	Date
Self-service enquiry points	Following on from the implementation of bus station self- service enquiry points which provide access to, for example, the journey planner at staffed bus stations, to extend the roll out to non- staffed WYCA bus stations.	2018
Journey Planner	Journey Planner disruption tool to present e.g. single fares data and a tool to create on-street city centre maps.	2018
Customer relationship management system	Extension of the new smartcard application system to include online purchase of products and personalisation/ marketing. This is when the card application system becomes a customer relationship management system	2018
Load ("pick up") network	An online purchase of a product (eg a weekly, monthly ticket) requires loading load ("pick up") the product to the smartcard. This project will extend the retail network to allow customers to load ("pick up") at a convenient location.	2018
Customer relationship management system	Extension of the new smartcard application system to include online application for Education smartcards.	2018/ 19

Note deliverables are funded from a mix of existing approved LTP capital funding and proposed LTP capital funding as sought in the above report.

Appendix 2: Breakdown of funding by project area

Item	Total Cost	2017/2018	2018/2019
Card Application System			
Software	190,000	55,000	135,000
Supplier/ Consultancy costs	418,000	170,000	248,000
Contingency (20%)	122,000	45,000	77,000
Programme staff costs	140,000	80,000	60,000
Total	870,000	350,000	520,000
Smartcard Project			
Software	80,000	80,000	-
Supplier/ Consultancy costs	120,000	70,000	50,000
Hardware	100,000	80,000	20,000
Contingency (10%)	30,000	23,000	7,000
Smart Project Staff Costs	283,000	141,000	142,000
Total	613,000	394,000	219,000
Traveller Information			
Software	25,000	25,000	-
Supplier/ Consultancy costs	50,000	25,000	25,000
Hardware	75,000	75,000	-
Contingency (10%)	15,000	12,500	2,500
MMHD Project Staffing costs	106,000	48,000	58,000
Total	271,000	185,500	85,500
TOTALS			
Software	295,000	160,000	135,000
Supplier/ Consultancy costs	588,000	265,000	323,000
Hardware	175,000	155,000	20,000
Contingency (10%)	167,000	80,500	86,500
Smart Project Staff Costs	509,000	249,000	260,000
Grand Total	1,754,000	929,500	824,500

Director: Rob Norreys, Director,
Policy, Strategy & Communications
Author: Michael Sasse



ITEM 12

Report to: Transport Committee

Date: 24 February 2017

Subject: December 2017 rail timetable changes

1. Purpose

- 1.1. To summarise the proposed changes to services on the Arriva Rail North (ARN) rail network in December 2017, and the main points of the response WYCA has submitted to the relevant consultation.
- 1.2. To summarise the proposed changes to services on the Arriva Cross-Country (AXC) and Trans-Pennine Express (TPE) rail networks in December 2017, and WYCA's responses to the recent consultations in respect of each. This report supplements the briefing notes produced in December 2016 and updates the report provided to Transport Committee on 14 October 2016.

2. Information

Background

- 2.1. The AXC and TPE rail franchises together provide the majority of the most important non-London interurban links for the Leeds City Region (LCR). Both have recently carried out consultations on changes that they propose to make to their services in December 2017. ARN provides the vast majority of other regional and interurban links in the LCR, other than the long-distance intercity services provided by Virgin Trains East Coast.
- 2.2. Unfortunately the deadlines for both the AXC and TPE consultation responses meant that it was impossible to obtain formal Transport Committee approval for the responses in time. Nonetheless, we did not wish to miss the opportunity to make our views known on these critically important services. It was therefore agreed that Transport Committee members would have the opportunity of seeing the draft responses together with appropriate briefing notes, and of giving feedback. In both cases, feedback was received from Councillors and the responses were then submitted on this basis. This report is the agreed follow-up to confirm that this was done. Copies of the two responses are in the Appendix.

- 2.3. The ARN consultation was only received on 27 January 2017, with a return date for responses of 8 February 2017. This very short timescale did not allow time to obtain political approval for WYCA's response; we have flagged with ARN that this is not acceptable for a consultation and we expect this not to be repeated for future consultations.
- 2.4. The background to both the ARN and TPE consultations is that delays in Network Rail completing committed infrastructure improvements in various parts of the country mean that the majority of the timetable improvements which should be introduced in December 2017 cannot now happen until May 2018.
- 2.5. A more detailed summary of the issues appears in the Appendix.

Arriva Rail North

- 2.6. The following timetable changes will still happen in December 2017:
- Extending one train per hour (1tph) from Leeds and Bradford via the Calder Valley beyond Manchester Victoria around the new Ordsall Chord to Manchester Oxford Road (but not yet to Piccadilly or the Airport, and only in certain hours);
 - Increasing the weekday daytime Leeds – Harrogate services from 2tph to 4tph with additional limited-stop services, and from 1tph to 2tph on Sundays by extending the existing Leeds – Horsforth shuttles to run through to Knaresborough;
 - Increasing the Sunday service on the Bradford Forster Square – Ilkley / Skipton routes from only one train every two hours to 1tph.
- In addition, we are discussing with ARN whether it may be possible to bring other improvements back forward.
- 2.7. All other major changes will not now happen until May 2018.
- 2.8. Our consultation response welcomes the changes and urges the introduction of the full committed services as soon as possible. Northern are also consulting with regard to possible future Boxing Day services; our response expresses strong support and provides evidence of the economic case for providing them in West Yorkshire.

Trans-Pennine Express

- 2.9. The following timetable changes will still happen in December 2017:
- One hourly train from York and Leeds using the new Ordsall Chord to travel from Manchester Victoria around to Oxford Road and Piccadilly, continuing to the Airport; and
 - Continuing to operate a small number of Manchester Airport – York services on to Newcastle (introduced in December 2016), giving Leeds additional trains to Newcastle in some hours.
- 2.10. All other major changes will not now happen until May 2018. Our response seeks further confirmation as to precisely what will now be introduced when, but welcomes what will still be provided. We emphasised the need to provide increased train capacity as soon as possible on TPE, with this being a priority.

- 2.11. TPE also sought our views on:
- Having a 'leaf-fall timetable': we indicated that it is acceptable as a last resort if done appropriately;
 - Boxing Day services: as with Northern, we expressed strong support and provided evidence; and
 - Future service development beyond current commitments: we provided details of interurban linkages that we consider are currently poor for the Leeds City Region.

Arriva Cross-Country

- 2.12. AXC were consulting on proposed fairly modest changes to their services in December 2017, aimed at tackling the severest overcrowding on their very busy services – in particular, the Newcastle – York – Leeds – Sheffield – Birmingham corridor. AXC are not at present planning any significant increase in their fleet size.
- 2.13. Our response gives a guarded welcome to the increases in capacity, noting that these are balanced by some cases (mostly but not only between the peaks) where capacity actually falls. We emphasise that the Cross-Country network is now overdue a full upgrade including in capacity terms, and in quality terms, such that it becomes a true intercity service – and that planning for this should start now.

Transpennine Route Upgrade

- 2.14. Network Rail is working with the Department for Transport (DfT) and Rail North to develop a new plan for electrification of the TransPennine line to focus on delivering key passenger benefits. This is an improvement on the previous plan which only changed the power supply of the trains. The upgrade is expected to be complete by 2022. When the work is finished, the whole route from Liverpool to Newcastle (via Manchester, Leeds and York) will be fully electrified and journey times will be significantly reduced compared to today's railway.
- 2.15. In December 2016, Network Rail held public information events including in Crossgates, Garforth and Selby to inform people living near the railway of vegetation removal work. As part of the TransPennine Route Upgrade, Network Rail will remove vegetation from the side of the railway to allow the installation of overhead lines which carry the power for electric trains. Trees which are on Network Rail land and could fall onto the railway in periods of adverse weather will also be removed and fencing along the route will be renewed.

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. External Consultees

6.1. None as a direct result of this report, but the consultation responses have been discussed with Rail North, who, we understand, have submitted similar responses.

7. Recommendations

7.1. That the contents of this report be noted.

8. Background Documents

8.1. None.

Appendix 1: Detailed commentary on franchise consultations

Arriva Rail North

1. The background to ARN's consultation is that December 2017 is the first of two main timetable changes at which ARN are committed under their franchise agreement to introduce significant timetable improvements (the other is December 2019). However, ARN are heavily affected by the delays in Network Rail completing infrastructure work – in this case, electrification work in the North-West should have freed up enough diesel trains to be sent ("cascaded") to our region to work the extra services; some of this electrification is running late, so these trains will not be available in time. Similarly, the much-publicised problems with the electrification of the Great Western line are having a similar effect: diesel units from that area are also to have been cascaded to Northern, but this too has been delayed.
2. The result of these problems is that many of the timetable changes in terms of additional services are not now going to happen until May 2018, rather than December 2017. The following will still happen in December 2017:
 - Extending one train per hour (1tph) from Leeds and Bradford via the Calder Valley beyond Manchester Victoria around the new Ordsall Chord to Manchester Oxford Road (but not yet to Piccadilly or the Airport, and only in certain hours);
 - Increasing the weekday daytime Leeds – Harrogate services from 2tph to 4tph with additional limited-stop services, and from 1tph to 2tph on Sundays by extending the existing Leeds – Horsforth shuttles to run through to Knaresborough;
 - Increasing the Sunday service on the Bradford Forster Square – Ilkley / Skipton routes from only one train every two hours to 1tph.
3. Major changes which will not now happen until May 2018 include:
 - Changes to the Leeds – Huddersfield and Huddersfield – Manchester services to coincide with TPE taking over the local services from ARN and changing the timetable of the fast cross-Pennine services;
 - Extending one train of the two hourly weekday semi-fast trains an hour from Leeds to Sheffield via Barnsley on to Lincoln;
 - Extending an hourly Leeds – Bradford – Calder Valley – Manchester Victoria service on to Warrington and Chester;
 - Changing the existing Knottingley – Wakefield Kirkgate shuttle service to run every hour on weekdays through Wakefield Westgate and to Leeds;
 - Extra weekday trains from Leeds to Settle – Carlisle and to Carnforth – Lancaster.
4. There are however a number of service changes that are not mentioned in the documentation provided by ARN, including in relation to some services which we believe may not require any extra trains or much wider changes to timetables, and which we therefore believe could also start running in December 2017 rather than waiting until May 2018. We are discussing these with ARN and will update Transport Committee at the earliest opportunity. Examples include:
 - Extra early / late and/or evening trains on a number of routes;

- Sunday improvements on several lines (including to Carlisle / Lancaster, on the Calder Valley, including through trains to Chester and to Manchester Airport, on the Leeds – Wakefield Westgate – Doncaster/Sheffield lines, on the Penistone line, and on the Selby line);
 - Introducing Sunday services on the Knottingley – Wakefield – Leeds line;
 - Additional stops at Kirkstall Forge.
5. Northern have now indicated that there may be scope to deliver some of the services noted above.
 6. It is not currently expected that there will be any knock-on delays to the December 2019 service changes (which will, for example, see the introduction of the newly upgraded “Northern Connect” trains, almost all using entirely new rolling-stock which is now under construction).
 7. Our consultation response (annexed to this report) welcomes the improvements that are still promised for December 2017, and emphasises the desirability of maximising what can be delivered then (rather than May 2018) by making the best use of the resources that will be available.
 8. In addition to this consultation, we are also intending to meet with ARN to discuss train service requirements more generally, including dealing with some anomalies, the scope to fill certain service ‘gaps’ left by the franchise commitments, plus the best ways to address other remaining connectivity gaps as set out in the 14 October 2016 paper to Transport Committee.
 9. Northern are also consulting with regard to Boxing Day services. ARN have a commitment to introducing by December 2019 at least 60 services; while this is a rather small number across the full ARN network, it is clearly a start. The consultation, as with TPE’s (see below), seeks to gauge levels of support for Boxing Day services and views on where these might operate. Our response confirms WYCA’s support, and puts forward firm evidence in support, such as material obtained from retail in Leeds and Bradford, information on Boxing Day bus use, and some data on car traffic levels. Rail lines that can be opened without a high level of staffing (those with automated signalling) and which feed the main centres like Leeds and Bradford are likely to be the strongest candidates. These criteria would be likely to favour the Leeds North-West electric services, the lines towards Sheffield and Doncaster, the routes to Selby and York, and the Leeds – Harrogate line – as well as the Calder Valley, once the resignalling of that route (which should be completed by December 2019) has been completed.

Trans-Pennine Express

10. The new TPE franchise, which began in April 2016, envisages some very significant improvements to services on their network, including new and longer trains to reduce crowding and increase quality, plus more frequent services from Leeds both westwards towards Manchester, Manchester Airport and Liverpool, as well as northwards towards Newcastle and Edinburgh.

(i) December 2017 timetable

11. The first main tranche of these changes is scheduled to be introduced in December 2017. Unfortunately, however, as with ARN's timetable improvements, these changes are in large part dependent on Network Rail (NR) delivering committed improvements to infrastructure, including electrification of several lines in the North-West plus other work, some of which is now running late. This means that TPE will not have enough (diesel) trains to deliver all of the committed December 2017 changes, and many will have to be postponed. TPE's specific proposals as to what will be delivered in December 2017, and what will be delayed, formed the first part of the consultation.
12. The specifics of precisely which services are and are not now proposed for delivery in December 2017 (and which delayed – and to when) were not entirely clear from the consultation document, and our response therefore asked for a clearer list. However, it appears that all that will now be delivered in December 2017 are:
 - One hourly train from York and Leeds using the new Ordsall Chord to travel from Manchester Victoria around to Oxford Road and Piccadilly, continuing to the Airport; and
 - Continuing to operate a small number of Manchester Airport – York services on to Newcastle, giving Leeds additional trains to Newcastle in some hours (these extensions were introduced in December 2016 but should have increased to hourly throughout the day in December 2017, which will not now happen until some time in 2018).
13. Improvements not now expected to happen until 2018 (or possibly later), include:
 - Major changes to the Leeds-Huddersfield-Manchester line, with stopping services switching to TPE from Northern and the service increasing to four fast and two semi-fast per hour.
 - Extending all remaining Manchester Airport – York services to Newcastle (so giving a total of 3 trains per hour between Leeds and Newcastle, counting Cross-Country).
 - A switch to Manchester Victoria rather than Piccadilly being TPE's main Manchester hub
14. WYCA's response acknowledged that the situation is not of TPE's making, welcomed the small improvements that will be provided, and sought the above confirmation as to when the wider improvements are now proposed to be delivered. We also sought clarification as to the extent to which improvements to early and late trains (i.e. firsts and lasts), to Sunday services and, perhaps most critically of all for the Leeds City Region, capacity improvements (i.e. longer trains) will be delivered in December 2017. In that context, we emphasised the importance of providing as much additional capacity as can be provided (even if it fails fully to reach the franchise obligation numbers) as soon as possible, and that alleviating the severe crowding on TPE services is a top priority for WYCA. We also underlined our keenness to work together with TPE, Network Rail, Rail North and Arriva Rail North (i.e. Northern) colleagues to help to develop the best achievable timetable solutions for the Leeds City Region.

(ii) Leaf-fall timetables

15. In addition, TPE consulted on their autumn 2016 “leaf-fall timetable”. In autumn 2016, TPE amended the timetable temporarily, to try to minimise delays caused by seasonal leaf-fall problems. The question was the extent to which this should become an annual practice.
16. The significant change that the autumn 2016 leaf-fall timetable saw on TPE was that, temporarily, the hourly eastbound Garforth stop was moved to a different TPE train, which saw it shift around the clock by half an hour. In the event, we did not receive any passenger complaints about this, and we understand that TPE’s performance was reasonable during the period in question (though we have not seen direct evidence either way).
17. This being the case, our response indicated that we can see possible value on occasion in using leaf-fall timetables where they can address a clearly identified performance risk, but (a) they should be a last resort after operational/technical solutions have been tried, and (b) we would not wish to see changes so significant as at Garforth this year happening every year (as opposed to merely adjusting by a few minutes), as this would confuse passengers and be disruptive.

(iii) Boxing Day services

18. The third consultation topic was Boxing Day services. In common with almost all other British train operators, currently there are no TPE trains on Boxing Day. TPE, like ARN, are obliged to consult on potential services, to gauge levels of support and seek views on what services might operate.
19. Our response emphasised strong support for TPE services on Boxing Day, above all (and probably initially) on the core York – Leeds – Dewsbury – Huddersfield – Manchester corridor, with stops in all these places. Even an initial skeleton service would be of great value.
20. In support of this, we included evidence obtained from Leeds Council and from the business community of the importance of Boxing Day to Leeds as a shopping day; of the extent to which Kirklees (especially Dewsbury and Huddersfield) look to Leeds city centre for shopping; and of the success of Boxing Day bus services. Clearly, however, there will also be wider social, environmental and economic benefits.

(iv) Future service development

21. Fourthly and finally, TPE canvassed views on future service development: what longer-term changes might be made to their services beyond current commitments. This could include new routes or other further-reaching changes.
22. In response to this widely-phrased request for input, clearly the priority must be on TPE delivering its franchise commitments. Beyond this, we highlighted feedback already provided in relation to improvements WYCA would wish to see beyond those

committed (as considered by Transport Committee on 14 October 2016) in the short-to-medium term.

23. With regard to longer-term and more far-reaching improvements that WYCA would wish to see to interurban services of the type provide by TPE at present, these should be guided by the Northern Powerhouse Rail objectives as well as by Rail North's Long-Term Rail Strategy.
24. Beyond the current service map, we also indicated that WYCA is to study in more detail the "connectivity gaps" that exist, but identified areas to which we know that the LCR (including Bradford) has poor connectivity. While the quality of the current evidence base varies (and emphasising that WYCA would be neutral as to which train operator might run them), we consider that opportunities for rail to do better include links between the LCR and North Lancashire (Preston, Lancaster, Blackpool); Cumbria (Windermere, Barrow/south Lakes); Glasgow (via Carlisle); East Midlands (Lincoln, Leicester, Milton Keynes); Wales (including the North Wales Coast and Cardiff); Cambridge and East Anglia.
25. Alongside this, we also propose emphasising the critical importance of TPE train capacity around Leeds catching up with, and continuing to keep pace with, growing demand. Finally, we propose flagging that integration (such as connections) between TPE and other rail services (especially Northern at Leeds and Huddersfield) should improve.

Arriva Cross-Country

26. The AXC franchise has recently been extended by means of a short-term "direct award" franchise, which runs until October 2019. While this direct award includes very little commitment to providing additional capacity, crowding is a severe issue on much of the AXC network, including on the critical York – Leeds – Sheffield axis.
27. The December 2017 proposals, on which AXC conducted their consultation, are an attempt to address the worst crowding, using a fleet which is essentially unchanged. They do so by making better use of the longer HSTs (the older but high-quality High-Speed Train units, a.k.a. Intercity 125s) which are currently underutilised; by shuffling the types of train allocated to different services to focus on the most crowded; and by some service reductions at the geographic extremities of their network such as in the South-West and Scotland. The HSTs will also be modernised (eliminating slam doors and track-discharge toilets).
28. The implications of this for the LCR are that under the proposed changes:
 - In general AM peak capacity is improved with longer trains, and some of the trains most used for business trips (such as to Birmingham) are upgraded to HSTs;
 - There are also a small number of additional trains added on the Leeds – Sheffield market in the peaks: at present there is normally only one fast train on this line per hour, and this will add a second in some hours. These will run until Northern's new Northern Connect fast train starts to operate on this route in 2019;

- Some trains are however shortened, including in the 'shoulder-peaks' and the PM peak, as well as during the daytime between the peaks – many AXC trains are busy at these times too;
 - Some direct connections are lost, such as some trains to/from Scotland being curtailed.
29. Unfortunately we do not yet know what is proposed for Saturdays or Sunday, when many AXC trains are also crowded, as AXC did not provide the information.
30. Our response:
- welcomes the additional capacity in the AM peak (when crowding is generally worst).
 - highlights concerns about trains which are shortened, identifying those that cause us greatest concern.
 - seeks confirmation as to what changes are proposed for weekends.
 - flags our disappointment that there is some loss of connectivity on longer journeys, which we would not wish to accept other than as a temporary measure until additional resources (rolling stock) are secured.
 - emphasises that the December 2017 proposals are only a short-term remedy which buys a small amount of time, and that in the meantime the strategy needs to be developed for a radical overhaul and upgrading of the Cross-Country network, which should be introduced with the replacement franchise in 2019. This strategy should emphasise the context of the Northern Powerhouse work as well as other connectivity targets, and should entail not only a step-change in capacity but also in comfort, quality, journey-time and the fares/ticketing offers.
 - asks for a meeting with AXC to discuss how the proposed changes can feed into a longer-term strategy to upgrade Cross-Country into a true intercity network suitable for the Leeds City Region in the coming years.
31. This response aligns closely with the consultation response that we understand Rail North also to have submitted.

Appendix 2: Response to Arriva Rail North consultation

Northern December 2017 timetable consultation: West Yorkshire Combined Authority

We are grateful to ARN for giving WYCA the opportunity to respond to this important consultation, and for ARN staff taking the time to provide us with additional information. We are keen to work with ARN and Rail North colleagues to help achieve the best result and maximise the benefits from the December 2017 and May 2018 timetable changes.

On a preliminary point, while we understand the complicated nature of the timetable development process and of the specific issues that affect the delivery of the December 2017 / May 2018 "TSR2" commitments, we would point out that the timing of the consultation is less than ideal. The consultation document and supporting information came out rather later than expected (received in our offices on Friday 27 January 2017), when we would have wished to have had it by the end of 2016; it also appears to have been released in a slightly piecemeal fashion, such that some of our stakeholders had received it before we had. In addition, the time for responding is too short: 8 February 2017 is less than two weeks, and means that it is not possible for us to seek any form of political sign-off for our response; this is not acceptable. It has also meant that we have not been able to obtain all of the background information and evidence that might have been useful. We would request that these issues be addressed in future consultations.

TSR2 general observations: December 2017 and May 2018

We appreciate that most of the difficulties leading to the postponement until May 2018 of the delivery of TSR2 and associated service improvements lie well outside ARN's control, in particular driven by the effects of delays to Network Rail (NR) delivery of infrastructure upgrades and electrification, meaning that cascaded diesel rolling stock will not be available in time. However, we consider it important that the maximum number of TSR2 service improvements that can be delivered should be. In practice, this is likely to mean where the upgrade could be provided without requiring additional DMUs, and without prejudicing the provision of capacity on existing services. We appreciate, beyond this, that some TSR2 changes may only be deliverable as part of wider timetable recasts – but this will not apply to all.

We understand that ARN is shortly to launch its consultation into the May 2018 changes, which clearly will be the corollary and continuation of the December 2017 timetable alterations. It would be helpful if this can indeed be launched as soon as possible, both to aid in understanding how the programme fits together strategically, and also to allow WYCA and similar organisations time to produce the most helpful and complete responses possible. In this respect too, we would be very happy to meet with ARN colleagues at any stage to help offer guidance as to local priorities and aid in service planning.

December 2017

With regard to the changes proposed which directly affect the Leeds City Region (LCR), and taking each line in turn:

- Harrogate Line: The December 2017 uplift in weekday (and to an extent Sunday) services is warmly welcomed. We understand that the actual times of trains are likely to change again in May 2018 but consider this a small price to pay for the delivery in December 2017 of the eagerly awaited improvement. We note that the additional two Leeds – Harrogate trains operating hourly in weekday standard hours are intended to stop only at Horsforth; we can understand the rationale for this decision but would ask that this be kept under review, particularly given the busyness of Burley Park and Headingley stations.

- Calder Valley Line: The introduction of a limited, off-peak 'taster' service operating via the Ordsall Chord to Manchester Oxford Road is welcomed, though clearly is of limited usefulness given that it does not run through to Piccadilly or the Airport yet, and does not run in the peaks, evenings or on Sundays. We appreciate that pathing is severely constrained and the main service is dependent on the much wider May 2018 timetable recast, and that running beyond Oxford Road would require additional trains and crew. However, we would be very keen for ARN to look at the scope for evening trains to run to Oxford Road in a similar manner to those in the daytime: resources and pathing should, we would expect, be no more of a constraint than in the inter-peak.

Beyond these changes, we would be keen to see ARN investigate the scope to introduce the following in December 2017 rather than waiting until May 2018:

- Improvements to first and last trains, especially last trains out of Leeds as far as the upper valley (i.e. Sowerby Bridge and beyond)
- Additional evening services as per TSR2 – with particular priority for the fast-growing Brighouse station, whose evening services are not commensurate with the levels of demand at the station
- The second Sunday train between Manchester and Bradford (and Leeds) is a very high priority, as the current hourly stopping service is well below modern expectations. We would urge ARN to look at the scope to introduce this in December 2017 if at all possible.

In addition, we are very keen to see a second hourly stop at Low Moor (beyond the 1tph in the Leeds – Bradford – Halifax – Huddersfield trains) at least in the peaks, at the latest by May 2018

- Airedale and Wharfedale lines: We note that a significant recast is planned for May 2018 for this network and therefore appreciate that there is likely to be less scope to achieve weekday changes in December 2017. However, we most warmly welcome the delivery in December 2017 of the Sunday improvements to Bradford Forster Square changes (0.5tph to 1tph). We understand that work on providing additional stops at Kirkstall Forge is focusing on May 2018; if it were possible to provide even a limited number of additional stops in December 2017, this would be warmly welcomed – but we appreciate that there may be very few opportunities to do this ahead of the May 2018 re-cast. We hope however that the May 2018 opportunity will be taken to provide Kirkstall Forge with a full 2tph service, which is now needed with station footfall rising fast and development on the site proceeding apace.
- Huddersfield (Diqgle) line: We appreciate that changes on this route must await the May 2018 re-cast, jointly with the TPE changes.
- Penistone line: We believe that the changes both on weekdays (better firsts and lasts) and on Sundays (closing gaps to produce an hourly service) should not require resources beyond what should be available, and do not imply any wider timetable alterations. We would therefore ask ARN to consider whether it might be possible to introduce these in December 2017.
- Hallam line (via Wakefield Kirkgate): On this line too it would appear that there could be scope to bring in improvements without additional resources and without requiring wider timetable recasts: improvements to first and last trains, and longer operating hours for the popular semi-

fast trains via Barnsley. Again, we would therefore suggest consideration be given to introducing these changes in December 2017 rather than May 2018.

- Wakefield West Riding (Leeds – Doncaster / Sheffield via Westgate): Improving the Sheffield and Doncaster trains on Sundays from 0.5tph to a useful hourly service is a high priority for WYCA. While we appreciate there are wider timetable impacts from this, the West Riding line is presumably not at capacity on Sundays, and we would be grateful if this could also be considered for earlier implementation. As with other routes, TSR contains valuable commitments to better first and last services, which again we believe may well be capable of introduction in December 2017.
- Pontefract Lines: WYCA would be especially keen to see the Sunday service from Knottingley to Wakefield and Leeds introduced in December 2017 if at all possible: the “Five Towns” area is a very high priority, in particular this route which at present has no trains at all, as well as the fact that this new service will give an hourly opportunity to travel from Pontefract to Leeds. Here too, better first and last services are committed and will be welcomed as soon as they can be delivered to an area with historically poor rail connectivity. Finally, we mentioned the gap in Knottingley – Castleford – Leeds services between 16:00 and 18:59 on weekdays, and would be grateful if this could be examined as soon as possible.
- York and Selby lines: We appreciate that the situation here is similar to that on the Huddersfield line and that therefore improvements will generally have to wait until May 2018.

In summary, therefore, while all of the above are of real importance to the Leeds City Region, the services that we would be especially keen for ARN to explore potentially commencing in December 2017 would include:

- Sunday services Knottingley – Pontefract – Wakefield – Leeds
- Calder Valley: the second Sunday Bradford – Manchester; also off-peak services, especially through Brighouse in the evenings, and first and last trains more generally
- Wakefield West Riding: one or both of the Sunday improvements to Doncaster & Sheffield
- Penistone line improvements

Boxing Day Train Services

WYCA is strongly supportive of the introduction of Boxing Day services on the ARN network – and we hope that it will be complemented by connecting TPE services. As a major ARN hub, there would be transformational benefits for Leeds city itself, but clearly the whole city region, including Bradford, Wakefield and the Five Towns, Huddersfield and Dewsbury, as well as York, would also greatly benefit.

While ARN rail services would be of great value for a range of purposes, including for those who need to work on Boxing Day as well as for the large number of people who travel to and from friends and relatives on this day (at present almost entirely by car or taxi), evidence of the size of this type of market tends to be anecdotal in nature. Therefore we instead set out evidence from the retail sector, which suggests that for centres like Leeds Boxing Day is now a significant shopping day.

In recent years, the retail offer in Leeds has increased substantially, including the opening of new complexes such as The Core, the Trinity Centre and the John Lewis development. These are all comfortably within reach of Leeds station, and notably the provision of car parking in the city centre

has not increased proportionately. It is therefore highly likely that the relative attractiveness of rail for such shopping trips has increased disproportionately to the increase in the retail offer itself.

The critical economic importance of Boxing Day for the centre of Leeds city is supported by shopping footfall data provided by Leeds City Council colleagues. This shows a steadily rising trend in general over the last five years overall, and also that that Boxing Day has around the same number of people in Leeds City Centre as Christmas Eve, and this is typically around 70% of the numbers for the last pre-Christmas Saturday, 80% of a typical Saturday and 10% more than a standard weekday. Boxing Day 2015 was only slightly less busy than 2014 (199k versus 216k), which is remarkable given that day having seen some of the most severe weather in decades and parts of the county (including areas of Leeds itself) having been under water.

This evidence is also supported strongly by conversations with the business community: the Leeds Business Improvement District (Andrew Cooper, Chief Executive), Trinity Centre (David Maddison, General Manager) and Victoria Centre (James Bailey, General Manager) provided us with feedback strongly supporting the introduction of trains on Boxing Day, saying:

Boxing Day is huge both in terms of footfall as well as sales revenues. Customers flock into the City in unprecedented numbers to take advantage of the many bargains on offer. This year with the addition of Victoria Gate we anticipate record numbers coming into the City. It is also vital that retail is open on this day or we risk losing significantly to online sales, out-of-town retail parks and other shopping destinations/cities. To ensure that Leeds keeps its competitive edge transport links are vital to the shop employees and customers alike. We are third in the national retail rankings.

Turning to Bradford, the picture is very comparable. Ian Ward, General Manager of The Broadway, has said:

Boxing Day 2016 saw 50,000 shoppers visit The Broadway, a significant portion of the shopping centre's one million visitors that month. Boxing Day sales ensure that 26th December is one of the busiest shopping days of year nationwide, and with its now exceptional retail offering, Bradford is no exception. This is why The Broadway will be open between 9am and 6pm on Boxing Day 2017. It is an unmissable opportunity to drive footfall in Bradford.

The Broadway is working hard to change habits; historically shoppers have bypassed Bradford in favour of further afield shopping destinations such as Leeds. Restricting routes into the city on key shopping days such as Boxing Day would negate this work, and be highly detrimental to our overarching goal of reviving the city centre and driving growth in Bradford.

Furthermore, a significant portion of the Broadway's workforce commutes via train. Restricting access to The Broadway would cause problems for the majority of our retailers, who work hard to deliver exemplary customer service which encourages return visits, but would be put under substantial pressure to reach their usual standards if staff could not reach the shopping centre.

In short, if Bradford is to be taken seriously as a shopping destination excellent transport links are essential.

Similarly, Catherine Riley, general manager of Bradford's Kirkgate Shopping Centre, commented:

All our retailers are open on Boxing Day (either 26th or the Bank Holiday whenever it falls). It's actually the busiest day of the week for retailers as everyone who has been given cash over Christmas is trawling for bargains – and they are shopping in person as they are bored with being stuck in the house over Christmas.

In 2016 on 26th December we had almost 50,000 people through the doors which equates to a busy normal Saturday. I have no doubt that we would be even busier if there were better public transport available.

These statements are backed up by evidence from road transport: traffic-count data confirms that Boxing Day traffic flows into Bradford city centre equated to 96% of a typical Sunday; between 9,000 and 10,000 vehicles an hour entered the city centre. Similarly, occupancy figures for shoppers' car-parks indicated that they were up to 67% occupied on Boxing Day, as against typical maximum occupancy rates of 79% on Saturday and of 54% on Sunday. Bradford Council's footfall cameras picked up the following movements between 10:00 and 18:00 on Boxing Day:

- 6,107 pedestrians to/from Bradford Interchange (despite the limited public transport offer)
- 10,103 to/from Forster Square Retail Park
- 16,721 to/from Broadway
- 18,513 to/from Kirkgate Centre.

Further support for the desire for public transport to be provided on Boxing Day in the Leeds City Region can be found in the development of bus services over the last few years. On Boxing Day 2015 some 55,000 journeys were made on West Yorkshire bus services – again it is striking that this number represents only a small drop from 60,000 the previous year, despite the severe weather and flooding. The initial network has been expanded to cover further areas beyond Leeds, including Wakefield, Bradford and Calderdale as well as Huddersfield. While at present these services are operated under gross-cost contracts arranged by WYCA, it is likely to be possible to move many of them to operating on a commercial basis in coming years. Notably, flows in, and above all between, Leeds and Huddersfield are significant. WYCA is confident that buses would complement Boxing Day ARN (and TPE) rail services very well indeed, especially into Leeds and at Bradford Interchange.

The Huddersfield area would also be expected to generate strong demand for rail services on Boxing Day: historic data suggests that, outside the Leeds district itself, the most important origin for shopping trips made to Leeds City Centre is Kirklees, and therefore local services on the Marsden – Huddersfield – Leeds corridor (and, when possible, Huddersfield – Bradford) would be valuable, hopefully complementing a TPE offer¹. It should be noted that this piece of evidence for Leeds is a few years old now, and in particular predates the opening of the Trinity and Victoria Gate developments, which clearly will have only increased the overall attractiveness of Leeds city centre as a shopping and leisure venue.

It is clear that it is not only shopping-related journeys to the main urban centres that would in reality use ARN Boxing Day services: they would, we consider, be highly popular for social/family visits and days out too, though it is more difficult to adduce concrete quantitative evidence for these markets. It is also clear that improving the currently very limited public transport offer on Boxing Day will have obvious social inclusion benefits which WYCA would welcome, as well as encouraging sustainable

¹ We appreciate, of course, that many local services on the Leeds – Huddersfield – Manchester route will transfer in due course from ARN to TPE, but our comments are intended to relate to the development of the regional rail network as a whole, and we are aware that ARN and TPE rightly work together in this regard.

transport for leisure-based days out. In addition, it is well known that Boxing Day is one of the busiest days of the year for sporting events, many of which could lend themselves to rail access.

It is therefore WYCA's firm view that there is a very strong case for ARN services on the main axes into Leeds and Bradford on Boxing Day, and our belief is that they would establish themselves rapidly and be very popular and successful. Fortunately many of these busy routes already enjoy automated signalling systems, suggesting that it should be relatively straightforward to provide services on the lines to Leeds and Bradford from Ilkley and Skipton; from Harrogate; and on the Huddersfield – Leeds – York axis; as well as from Doncaster and/or Sheffield via Wakefield Westgate. In addition, we are aware that resignalling and recontrolling are committed on the Calder Valley. Once this has taken place, the case for Calder Valley – Bradford Interchange – Leeds services appears obvious. Beyond this, we would wish to see services develop on the other principal corridors serving Leeds and/or Bradford, in particular those from the Pontefract / Five Towns area, plus the Hallam lines via Kirkgate to Barnsley and Sheffield, and the Selby line. While not serving Leeds or Bradford directly, the Penistone line connects the Leeds City Region and the major centre of Huddersfield with the core city of Sheffield – notably, this includes the Meadowhall Shopping Centre, which is likely to be a similarly major attractor of Boxing Day journeys.

We would accept that Boxing Day services need not start as early as on a 'normal' bank holiday: a Sunday-style start to services would seem appropriate given the nature of the markets likely to be served. Given the size of the leisure economy in Leeds, it is less clear whether a significantly earlier finish in the evening would be desirable – though clearly the reality is that any service is better than the current position. In terms of service levels, the economic and policy evidence suggests that Sunday frequencies (as per TSR2) would be of great value – but the reality is that, starting from zero at present, even "skeleton" services would represent a step-change in connectivity and open up numerous possibilities that at present simply do not exist.

We appreciate, of course, that introducing services on Boxing Day is not a simple matter, in particular given Network Rail's preference for being able to have longer engineering possessions over the Christmas period. However, we hope that the strength of the case for Boxing Day trains will enable a pragmatic and flexible approach to this important matter to be developed.

We would be very pleased to meet with ARN colleagues to discuss further any aspects of our comments in this response, and to work together to produce the most attractive public transport offer possible for the Leeds City Region.

Michael Sasse, West Yorkshire Combined Authority, 8 February 2016

Appendix 3: Response to TPE consultation

Trans-Pennine Express Consultation: November 2016-January 2017

Response from West Yorkshire Combined Authority (WYCA)

1. Proposed December 2017 timetable changes

While the proposed delaying of the December 2017 timetable enhancements is disappointing and a cause for concern, we acknowledge that virtually none of the delay in introducing the improved services as per the franchise specification is of TPE's making, and it would appear that you in TPE are doing your best to deliver as much as possible as soon as possible. We are aware that you are working closely together with Northern and, equally critically, with Network Rail and Rail North to optimise the planning of the relevant infrastructure works and the development of the best timetables that can be run in the circumstances.

WYCA welcomes the proposed introduction of the first services over the Ordsall Chord, a valuable improvement in connectivity, albeit initially on a smaller scale than anticipated. We note and also welcome the extension of some Manchester Airport – York trains north to Newcastle, though the delay to introducing the further Newcastle services expected in December 2017 is disappointing.

We have not identified anything in the proposed December 2017 service patterns that WYCA would oppose (i.e. retrograde steps as against current services) – the issue is about the delay to the proposed improvements. Generally, we would very much appreciate a concise overview (perhaps in table form) of the contracted December 2017 improvements (both TSR and peak capacity), showing when it is now expected that they will be introduced, whether in May 2018 or indeed later.

In many cases, the franchise includes commitments to earlier first and later last trains; it is not clear to what extent these changes will also be affected by the problems with Network Rail's infrastructure delivery and therefore may also be delayed – we would urge their introduction as quickly as possible and would be grateful for clarification as to what is proposed. Similarly, we should be grateful for confirmation as to what (if any) changes will happen in December 2017 to Sunday services other than the change which is mentioned (Manchester – York – Newcastle), and which changes will be delayed (and if so, to when).

For the Leeds city region, TPE capacity is a critical issue, perhaps the most important. We are not clear as to the extent to which the contracted uplift in peak capacity into and out of Leeds will be delivered in December 2017¹, and again would be very grateful for further specifics on this. If this cannot be delivered in full until a later date, we would wish to see trains being strengthened in December 2017 as much as the available rolling-stock resources do allow. This should include as soon as possible making use in public service of the Mark 3 coaches we understand you are obtaining primarily for crew-training purposes, as well as working to improve Class 185 reliability and so enable strengthening of as many of the most crowded services as possible to 6 cars. While we welcome the additional trains to Newcastle, these must not be at the cost of de-strengthening any existing services, especially on the York – Leeds – Huddersfield – Manchester section.

Looking further forward, while the capacity and quality uplifts the new fleets should provide are eagerly anticipated in the Leeds City Region, we would not wish to see any class 185s withdrawn

¹ We have in mind the franchise specification figures of, in the AM peak, 7,420 across the whole peak into Leeds (of which 2,760 in the high-peak hour), and, leaving Leeds in the PM peak, 7,350 across the 3-hour period (of which 3,000 in the high-peak hour).

from TPE service until the new fleets are not only introduced but have had time to bed down into reliable service and are past their initial 'teething troubles'.

Given that there appears still to be uncertainty as to what can and should be delivered when under the Northern Hub and Trans-Pennine Route Upgrade programmes, WYCA would be happy to work with TPE, and also Northern, to help develop the best solutions, such as for the service patterns that should operate when TPE take over most local trains between Leeds, Huddersfield and Manchester.

2. 2016 Leaf-fall timetable

Questions:

- *Please provide any feedback you have about the leaf fall timetable*
- *What changes do you think should be considered for future autumn timetables?*
- *Please provide customer or stakeholder feedback on customer information, connections with other modes of transport, etc.*

We are not aware of any complaints from passengers to WYCA regarding the 2016 leaf-fall timetable and understand that it is felt within TPE to have had positive performance impacts. However, we have not yet seen specific details of right-time performance over the period in question, and would be keen to review this data in order to verify the usefulness of the temporary timetable.²

Assuming the data does indeed verify a positive effect on right-time performance without significant passenger impacts such as lost connections, we can see the value of having a leaf-fall timetable where there is a clear case to do so, if (but only if) alternatives have been explored and found not to deliver. However, the change to the opposite side of the hour for the regular Garforth stops is not something we would wish to see repeated every year: that is, it would not be desirable for a radical change like that to take place every autumn, with the timetable then changing back in December. A long-term solution should keep the stopping patterns constant throughout the year, with leaf-fall amendments only being a matter of, if necessary, adjusting stopping times by a few minutes.

In the long run, we would wish to see operators move away from leaf-fall timetables, through measures such as ensuring that traction equipment is set up optimally (sanders, traction control, etc.), optimising driving techniques, and working with Network Rail to remove lineside vegetation and ensure that railhead treatment is effective and reliable.

3. Boxing Day services

Questions:

- *TransPennine Express is reviewing potential demand for services on 26 December (Boxing Day)*
- *Please provide feedback on demand for TransPennine Express services including potential station to station journeys, frequency, volumes, start/finish times of operations, reasons for travel (sport, shopping, ...) ...*
- *Please include supporting data to demonstrate your assessment of demand*

WYCA is strongly supportive of the introduction of Boxing Day services on TPE – and we hope that it will be complemented by connecting Northern services. As a major TPE hub, there would be transformational benefits for Leeds city itself, but Huddersfield and Dewsbury as well as York would also greatly benefit. We would see great value in an initial service (even if at first only on a 'skeleton' or trial basis) operating on the core of the North Trans-Pennine axis: a York – Leeds – Dewsbury – Huddersfield – Manchester service pattern would appear sound (there may be a case

² We have not found PPM data to be a meaningful measure of performance around Leeds.

for services being extended to Liverpool and/or Manchester Airport, although an alternative could be providing connections into any Northern services that run on these lines).

We would accept that Boxing Day services need not start as early as on a 'normal' bank holiday: a Sunday-style start to services would seem appropriate given the nature of the markets likely to be served. Given the size of the leisure economy in Leeds, it is less clear whether a significantly earlier finish in the evening would be desirable – though clearly the reality is that any service is better than the current position.

While TPE rail services would be of great value for a range of purposes, including for those who need to work on Boxing Day as well as for the large number of people who travel to and from friends and relatives on this day (at present almost entirely by car or taxi), evidence of the size of this type of market tends to be anecdotal in nature. Therefore we instead set out evidence from the retail sector, which suggests that for centres like Leeds Boxing Day is now a significant shopping day.

In recent years, the retail offer in Leeds has increased substantially, including the opening of new complexes such as The Core, the Trinity Centre and the John Lewis development. These are all comfortably within reach of Leeds station, and notably the provision of car parking in the city centre has not increased proportionately. It is therefore highly likely that the relative attractiveness of rail for such shopping trips has increased disproportionately to the increase in the retail offer itself.

The critical economic importance of Boxing Day for the centre of Leeds city is supported by shopping footfall data provided by Leeds City Council colleagues. This shows a steadily rising trend in general over the last five years overall, and also that that Boxing Day has around the same number of people in Leeds City Centre as Christmas Eve, and this is typically around 70% of the numbers for the last pre-Christmas Saturday, 80% of a typical Saturday and 10% more than a standard weekday. Boxing Day 2015 was only slightly less busy than 2014 (199k versus 216k), which is remarkable given that day having seen some of the most severe weather in decades and parts of the county (including areas of Leeds itself) having been under water.

This evidence is also supported strongly by conversations with the business community: the Leeds Business Improvement District (Andrew Cooper, Chief Executive), Trinity Centre (David Maddison, General Manager) and Victoria Centre (James Bailey, General Manager) provided us with feedback strongly supporting the introduction of TPE trains on Boxing Day, saying:

Boxing Day is huge both in terms of footfall as well as sales revenues. Customers flock into the City in unprecedented numbers to take advantage of the many bargains on offer. This year with the addition of Victoria Gate we anticipate record numbers coming into the City. It is also vital that retail is open on this day or we risk losing significantly to online sales, out-of-town retail parks and other shopping destinations/cities. To ensure that Leeds keeps its competitive edge transport links are vital to the shop employees and customers alike. We are third in the national retail rankings.

Further support for the desire for public transport to be provided on Boxing Day in the Leeds City Region can be found in the development of bus services over the last few years. On Boxing Day 2015 some 55,000 journeys were made on West Yorkshire bus services – again it is striking that this number represents only a small drop from 60,000 the previous year, despite the severe weather and flooding. The initial network has been expanded to cover further areas beyond Leeds, including Wakefield, Bradford and Calderdale as well as Huddersfield. While at present these services are operated under gross-cost contracts arranged by WYCA, it is likely to be possible to move many of them to operating on a commercial basis in coming years. Notably, flows in, and above all between,

Leeds and Huddersfield are significant. WYCA is confident that buses would complement Boxing Day TPE rail services very well, above all on the critical Leeds – Huddersfield – Manchester axis.

Confirmation of the evidence that the Leeds – Huddersfield corridor in particular would be expected to see strong demand for rail services on Boxing Day is also found in historic data: this suggests that, outside the Leeds district itself, the most important origin for shopping trips made to Leeds City Centre is Kirklees, which of course contains Dewsbury and Huddersfield stations. It should be noted that such evidence is several years old now, and in particular predates the opening of the Trinity and Victoria Gate developments, which clearly will have only increased the overall attractiveness of Leeds city centre as a shopping and leisure venue.

It is clear that it is not only shopping-related journeys to Leeds city centre that would in reality use TPE Boxing Day services: they would, we consider, be highly popular for social/family visits and days out too, though it is more difficult to adduce concrete quantitative evidence for these markets. It is also clear that improving the currently very limited public transport offer on Boxing Day will have obvious social inclusion benefits which WYCA would welcome, as well as encouraging sustainable transport for leisure-based days out. In addition, it is well known that Boxing Day is one of the busiest days of the year for sporting events, many of which could lend themselves to rail access.

It is therefore WYCA's firm view that there is a very strong case for TPE services on the York – Leeds – Dewsbury – Huddersfield – Manchester axis on Boxing Day, and our belief that they would establish themselves rapidly and be very popular and successful.

4. Future service development

Questions:

- *TransPennine Express is in the process of implementing its Franchise Agreement that will see additional services introduced during 2016, 2017, 2018 and 2019.*
- *There are options for additional services to be considered by the Rail North Partnership and TransPennine Express*
- *These could be additional/new routes and services not currently served by TransPennine Express today, extended hours of operations, linkages, improvements for connections with other services or increased frequency.*
- *Please provide feedback on routes and services that should be considered in addition to those currently operating and committed to be delivered by the Franchise Agreement*
- *Please include supporting data to demonstrate demand and growth to help make the case for these additional services*

The committed franchise specification includes a wide range of valuable improvements in connectivity, capacity and quality, which are warmly welcomed by WYCA. Delivery of these, particularly in the face of the difficulties with Network Rail delivery and the logistics of fleet renewal, is of itself a significant challenge but must be the priority.

However, as discussed with TPE, there are a number of areas where WYCA would be keen to see improvements beyond these. The list which we have already shared with Graham Meiklejohn of TPE includes relatively minor adjustments to services that are likely to be deliverable fairly easily and quickly, but also some more medium-term enhancements that are likely to be linked to infrastructure changes such as the Trans-Pennine Route Upgrade (TRU). The changes are likely to involve working closely together with Northern to achieve the optimum balance of services. Specifically:

Smaller changes:

- South Milford – additional stop(s) to fill evening gap in service from Leeds

Medium-term (post-TRU):

- Better service patterns on Leeds – Huddersfield – Manchester with consistent pattern of fast and stopping trains, avoiding skip-stopping wherever possible
- Move towards at least 1tph on Sundays at all stations, including Deighton and Ravensthorpe
- Develop concept for Boxing Day services (as above)

Longer term potential:

Looking to the longer term, the conditional outputs developed for Transport for the North in respect of Northern Powerhouse Rail, and supported by strategic and economic evidence, provide clear guidance for the future trajectory of the interurban links between the main centres of the North, most (though not all) of which are at present on the TPE route-map. Alongside working towards significantly faster journeys, there are routes on which this implies a frequency improvement beyond what is committed under any current franchises: these include two fast trains per hour between Leeds and Hull (not including stopping services); and four (possibly in the long run six) between Leeds and Sheffield. These enhancements will not only benefit business and leisure travel, but will also expand the “commutable” range of the Leeds City Region.

Beyond linking the ‘core cities’ to move towards NPR targets, which WYCA sees should be extended to cover Bradford too, future TPE services may play a major role in developing Leeds City Region connectivity more widely – beyond the current TPE network. WYCA intends to carry out comprehensive analysis into the inter-urban links from the City Region, to identify in more detail those linkages which are at present weak and where there would be clear modal shift and economic benefits from improved connectivity. This will complement the existing evidence base, including for example TfN’s Strategic Local Connectivity workstream and Rail North’s Long-Term Rail Strategy. The LTRS in particular identifies an “Interconnected Urban Matrix” of principal towns and cities across the North which should be served by a consistent standard of inter-urban rail service with attractive frequencies and competitive journey times; within the Leeds City Region, as well as Leeds, Bradford and York the Matrix includes Wakefield, Huddersfield, Harrogate and Halifax.

Addressing the longer-distance interurban/intercity connectivity ‘gaps’ this evidence helps to identify would primarily build up the leisure and business rail markets, and they are likely to include linkages within the wider North where rail has potential to develop further, plus also instances of longer-distance connectivity where rail could perform better. Examples include from Leeds (and also Bradford) to:

- *North Lancashire:* Preston, Lancaster, Blackpool – to upgrade existing service propositions in terms of journey time and frequency.
- *Cumbria:* Windermere, Barrow/south Lakes – at present there is no direct connectivity and connections are often very poor; there is a significant suppressed rail market reflecting the overwhelming car modal share for a major leisure market, despite the poor quality of the A65.
- *Glasgow, via Carlisle:* WYCA has carried out some early business case analysis for such a service, which we would be happy to share with TPE. There appears to be a good case for it, particularly if allied to linespeed improvements between Skipton and Carlisle which WYCA considers long overdue and easily deliverable; the service could potentially represent a good use for high-performance bi-modal trains such as the Class 802 to provide a step-change in connectivity and

complement the service currently offered by Cross-Country via the indirect Newcastle route. Leeds services could potentially run through from the East Midlands (see below).

- *East Midlands*: Lincoln, Leicester, Milton Keynes (possibly via Bedford when the route opens) – all of these are significant centres to which Leeds has no, or limited, direct connectivity (note that the forthcoming Leeds-Lincoln Northern Connect service travelling via Barnsley and Sheffield, while welcomed, will not give a competitive end-to-end journey time).
- *Wales*: the Leeds City Region has at present no direct connectivity, and often indifferent connections, to anywhere in Wales (including the North Wales Coast and Cardiff).
- *Cambridge and East Anglia*: again, there are no direct linkages at present to these areas of significant economic and strategic importance.

It should be emphasised that WYCA is “operator-neutral” regarding its aspirations for future services: the key is that the services should be attractive and well integrated within the network. As such, the examples named above may be delivered by any operator, and some of those shown would seem less suitable for a TPE-type service but are included for completeness.

With regard to TPE commuting flows, the priority will remain ensuring that sufficient capacity is provided on the critical York/Selby – Leeds – Huddersfield corridor; we understand that all three of the new fleets are readily capable of extension to standard six-car sets; we consider that this is highly likely to be needed before the end of the franchise. As discussed, we will be happy to share with TPE the findings of the study now being carried out by GHD consultants for WYCA into forecast capacity requirements to the end of CP6 in the City Region (and we are grateful for TPE’s ongoing assistance with this study).

It is in all cases essential that integration between TPE and regional services (above all, those operated by Northern) should be maintained and improved; there are at present too many instances, especially at off-peak times, of ‘near-misses’ and poor connections at Leeds between arriving TPE services and departing Northern local trains. Addressing this should in many cases not be difficult, but will entail close cooperation between TPE, Northern and Rail North (and Network Rail in timetable development). This needs to be prioritised.

Similarly, WYCA would want to see convenient connections at Huddersfield with Northern services, such the Penistone line (and Diggle stopping services, be they Northern or TPE), maintained and optimised as far as possible, in order to make through journeys to/from Leeds and Manchester as attractive and convenient as they can be.

We would be very pleased to meet with TPE colleagues to discuss these proposals, and indeed any aspects of our comments in this response, further.

Michael Sasse, West Yorkshire Combined Authority, 30 December 2016

Appendix 4: Response to AXC consultation

Cross-Country Future (December 2017) Timetable Consultation: November-December 2016

Response from West Yorkshire Combined Authority (WYCA)

Summary

WYCA overall welcomes the December 2017 proposals. In particular, the additional capacity around Leeds in the AM peak goes some way to addressing severe crowding on the critical York-Leeds-Sheffield axis. In addition, making better use of and modernising the HST fleet is a very positive step. However, concerns arise where some crowded services are not proposed for strengthening, and indeed in some cases will be shortened under the proposed changes. This affects the shoulder-peaks and PM peaks, and WYCA would wish to see further attention given to these trains, with crowding conditions being monitored very closely and further solutions such as short-term hire of additional rolling stock being actively investigated.

While bringing some badly needed relief from the worst overcrowding in the Leeds City Region, the measures proposed are however clearly only a partial and short-term solution, and work needs to begin now on planning the strategy for a future Cross-Country network, in which the "Northern Powerhouse" is supported by a genuine intercity service that achieves a step-change in both quality and capacity.

WYCA would be very keen to meet with AXC to discuss the future evolution of the Cross-Country network.

Introductory comments

We have made a number of comments on the service changes proposed, as well as on areas (such as weekend services) where we have yet to see the relevant information, and on some issues with the consultation itself. We would be very keen to meet with Arriva Cross-Country (AXC) at your convenience to discuss the issues raised, and more generally to discuss our and your views for the future development of train services on the vital corridors that AXC serves.

Note on response format: We have not limited ourselves to responding directly to the numbered questions, as they do not cover all the relevant points¹. In overview:

Question 1) Do you agree with the proposal to enhance the number of seats on the Birmingham to Leicester route?

No comments: not relevant to Leeds City Region (LCR).

Question 2) Do you agree with the proposal to extend one service per day in each direction from Leicester to Cambridge?

No comments: not relevant to LCR.

Question 3) Do you agree with the proposal to deliver over 3000 additional seats between Bristol and Exeter and other changes to services in the South West for its delivery?

Indirectly relevant to LCR. See response below on NE-SW service points as they relate to the LCR.

¹ See our comments on the consultation format under Question 9.

Question 4) Do you agree with the proposal to increase the number of seats per day through Reading on CrossCountry services? Do you agree with the proposal to introduce an earlier first train from Reading to Bournemouth via Southampton?

Indirectly relevant to LCR. See response below on NE-SW service points as they relate to the LCR.

Question 5) Do you agree with the proposal to operate through services from the Midlands to Aberdeen in the daytime vice early morning / late evening?

See response below on NE-SW service points as they relate to the LCR.

Question 6) Do you agree with the proposal to utilise higher capacity rolling stock in the "core" of the network at times?

See response below on general NE-SW service points as they relate to the LCR.

Question 7) Do you agree with the proposal to enhance the number of seats in the Bristol area?

Indirectly relevant to LCR. See response below on NE-SW service points as they relate to the LCR.

Question 8) Do you agree with the proposal to increase the peak time service frequency between Leeds and Sheffield, so providing 1,000 extra seats per day?

See response below on general NE-SW service points as they relate to the LCR.

Question 9) Please provide any further observations you would like to include in your response to this consultation

We would also like to raise certain concerns in relation to the phrasing of the consultation itself, which does not appear to conform with best practice for consultations. The information in the main body of the consultation document is not well balanced, as it only emphasises improvements (indeed the relevant sections are almost all headed "Proposed improvements to the XXX services"). The true balance of increments and decrements is only made clear by a detailed analysis of the lengthy Appendix C. Similarly, the questions themselves are poorly phrased and appear to push respondents towards favourable answers, as they often ask for views only on enhancements, and not on decrements (indeed not acknowledging that there is a balance of positive and negative impacts across most areas and service groups). We hope that AXC will adopt improved practices in future, providing balanced and helpful information and asking questions capable of capturing respondents' views, to ensure that consultations are genuinely meaningful.

We are disappointed that no information has been provided regarding Saturday and Sunday changes, beyond the somewhat vague comments in Section 3.7 of the document. We trust that full details will be provided soon, with the opportunity to respond in similar manner as for weekdays.

[Analysis of proposed December 2017 timetable changes \(Questions 3 to 8\)](#)

Our analysis of Appendix C (as opposed to the main body of the document) leads us to conclude that the main SX changes relevant to the LCR are as set out in the table below, together with our views on each. All, of course, relate to services on the North-East – South-West axis. For ease of overview, we have colour-coded our views, with green representing improvements which are welcomed, orange representing changes that are unlikely to have significant negative (or positive) effects in themselves, and red for areas that cause us concern. If any of our interpretation of this information is incorrect, we would very much appreciate corrections.

As noted above, our analysis and comments expressly only refer to weekday (SX) services, as unfortunately we have not yet been provided with any information regarding Saturdays and Sundays. Weekends are extremely busy on AXC services, with serious crowding issues arising on

both days, especially Sunday evenings, and we look forward to receiving as soon as possible details of AXC's proposals for December 2017.

Train (with time at Leeds)	Change	WYCA view
07:05 (York-)Leeds-Plymouth	Extended back to start from Newcastle and switches 5-car Voyager to HST	Welcome uplift in capacity and quality at critical peak time
07:57 (Birmingham-)Leeds-Newcastle-Glasgow	Becomes 9 cars vice 5 cars (5+4 Voyager)	Welcome uplift in capacity at peak time
08:11 (Newcastle-)Leeds-Plymouth	Switches 4-car Voyager to HST	Welcome uplift in capacity and quality at critical peak time (train at present prone to severe overcrowding)
08:40ish: new 07:19 service Derby to Leeds via Sheffield & Wakefield	New service (4-car Voyager)	Welcome uplift in capacity (and additional journey opportunity) at critical peak time
09:08 (Birmingham-)Leeds-Newcastle-Edinburgh	Shortened from 2x4-car Voyager to 5-car Voyager	We are concerned that this could exacerbate crowding on a shoulder-peak service, particularly between Sheffield and Leeds
09:11 (Edinburgh-)Leeds-Plymouth	Cut back to start from Newcastle, but remains HST	Loss of Edinburgh connection at this time of the day unlikely to be serious issue: retention of HST working is welcomed
09:36 Leeds-Derby new service via WKF and SHF (4-car V)	New service (4-car Voyager)	Welcome uplift in capacity (and additional journey opportunity) in shoulder-peak, useful for business and leisure travel
10:08 (Bristol-)Leeds-Newcastle-Glasgow	Shortened from 5-car to 4-car Voyager	While not a peak service into Leeds, these trains load heavily, particularly with business and leisure travel, and we are concerned this will exacerbate crowding
11:11 (Dundee-Newcastle-)Leeds-Plymouth shortened: now 4 car vice 5 – even interpeak these trains crowd	Shortened from 5-car to 4-car Voyager	While not a peak service, these trains load heavily, particularly between Leeds and Sheffield, and we are concerned this will exacerbate crowding
15:08 (Plymouth-)Leeds-Newcastle-Aberdeen	Cut back to terminate at Edinburgh and shortened from 5-car to 4-car Voyager	While not a peak service, these trains load heavily, particularly between Leeds and Sheffield, and we are concerned this will exacerbate crowding; while not a major flow, the loss of connectivity north of Edinburgh is a retrograde step

16:11 (Edinburgh-)Leeds-Plymouth	Shortened from 2x4-car Voyager to 5-car Voyager	We are concerned that this significant capacity loss could exacerbate crowding on a busy shoulder-peak service, particularly between Leeds and Sheffield
16:30ish: new 15:50 Sheffield-Leeds service via WKF	New service (4-car Voyager)	Welcome additional train, but we note that the next northbound train is shortened, so net only 1 car increase, and the new train will be too early for many commuters
16:40 (Newcastle-)Leeds-Reading diverted away	Now travels not via Leeds but via YRK-DON-SHF, balanced by new train below	Acceptable loss given new train – lost connectivity south of Birmingham was outside normal service patterns in any event.
16:40 Leeds – Derby new train	New service added to back-fill loss of above service, with same consist (4-car Voyager)	
17:08 (Plymouth-)Leeds-Newcastle-Dundee	Shortened from 2x4-car Voyager to 5-car Voyager	This is a significant concern as this train loads heavily, and this is a substantial loss of capacity.
18:08 (Plymouth-)Leeds-Newcastle-Glasgow	Remains HST but is cut back to Edinburgh	This is not welcomed, reducing the already poor Leeds – Glasgow connectivity from 6tpd to only 5tpd
19:08 (Plymouth-)Leeds-Newcastle-Edinburgh switches 5-car V to HST	Switches 4-car Voyager to HST	Welcome capacity and quality uplift on busy train serving peak on Sheffield – Leeds section and business market
19:11 (Glasgow-Newcastle-)Leeds-Bristol	Shortened from 5-car to 4-car Voyager	Probably acceptable as after the main PM peak south of Leeds, but should be kept under review
20:08 (Plymouth-)Leeds-Newcastle-Edinburgh	Switches 4-car Voyager to HST	Welcome quality (and capacity) uplift to important business train from Birmingham to Leeds City Region
21:11 (Glasgow-Newcastle-)Leeds-Birmingham now 2x4-car V vice 5-car V (and conveys portion from Aberdeen, FWIW!)	Extended from 5-car to 2x4-car Voyagers, also conveys portion from Aberdeen	Additional capacity in practice not really required in Leeds CR at this time of day; Aberdeen connectivity potentially strategically useful though rolling stock not suitable for long journeys
23:15 (Plymouth-)Leeds	Shortened from 5-car to 4-car Voyager	Unlikely to cause issues in Leeds CR at this time of day

We understand that the additional train-pair in the AM peak between Derby is a short-term measure which will be replaced when the Northern Connect semi-fast service is introduced between Bradford

and Nottingham via Leeds and Sheffield, but that the PM-peak trains added on the same axis will remain in the longer term, as they replace capacity and/or connectivity lost through changes in other AXC services. Is this correct?

Conclusions on proposed service changes

In summary, and assuming that the above analysis is indeed correct, there are many positives for the Leeds City Region in what is proposed. While most of the service reductions at the edges of the AXC network are unlikely to have great impacts on the LCR, there are a few instances that are not welcomed – in particular the further downgrading of the Leeds – Glasgow services: until the route via Carlisle is upgraded, this remains our primary link to this important economic hub, and the road connections are equally lacklustre. However, the main concerns to balance against the capacity and quality enhancements relate to those services on which capacity through Leeds is *reduced* – this includes shortening, as part of the focusing of resources largely on high-peak capacity, shoulder-peak services which we understand to load heavily. These services, as highlighted in red above, need to be kept under close monitoring, as there is a risk that unacceptable crowding will arise.

While the AM peak at Leeds is generally improved, the PM peak is not: the 16:11 southbound from Leeds (the busier direction for AXC services) is significantly shortened, the 16:40 is unchanged in capacity terms (though we accept that there will be some benefit from it not carrying through passengers from north of Leeds), and the 17:11 remains only a 5-car Voyager, as does the 18:11.


Beyond welcoming the provision of additional AM-peak capacity, and overall exceeding the inadequate increase that was initially publicised with the initial Direct Award announcement, WYCA also welcomes the better use being made of the higher-quality HST trains, and the commitment to modernising them such as the replacement of the obsolete track-discharge toilets and slam doors.

Given that the proposals however only partially address crowding around Leeds, and that the main constraint is the lack of any significant fleet expansion under the Direct Award, any opportunities that arise in the short term to alleviate the situation, such as hiring-in any rolling stock that might become available, should be actively explored.

Longer-term strategic context

We appreciate that the terms of direct awards tend to limit the scope (and incentives) for an operator to introduce far-reaching changes to its services, and that these proposed December 2017 adjustments, and the limited improvements they do bring overall, need to be seen in that context. However, as we made clear in our response to DfT's consultation prior to the Direct Award, WYCA considers there to be a need for a more radical upgrading of Cross-Country's services in order for it to provide the capacity, quality and service levels that the major cities of the "Northern Powerhouse" will need in order to support sustainable economic growth and achieve significant modal shift from car and air travel. The December 2017 proposals are as such only a short-term measure and should not be seen as more than this.

Attached is a copy of that consultation response, which we consider still be apposite:


20151015 DfT
consultation respon

The strategic planning for this upgrading needs to commence now, using the time "bought" by the modest December 2017 improvements. Repositioning the Cross-Country operation as a true

intercity operation (there are parallels to what is now happening on Trans-Pennine Express) needs to encompass:

- high-quality and high-capacity rolling stock suitable for longer journeys and business travel
- faster journeys
- improved on-board passenger facilities such as catering
- better cooperation with other TOCs (such as on timetabling, ticketing and in daily operations)
- an attractive and passenger-friendly fares and ticketing offer (implying a radical overhaul of both the advance-purchase fares offer and of the reservation system), and
- high levels of reliability allied to improved handling of disruptions in the best interests of passengers.

The network itself needs to maintain at least the current levels of “reach”, which will become more important with such an increased focus on intercity travel, with a view to expansion in the medium term to provide the levels of connectivity envisaged in Network Rail’s Long-Term Planning Process documents (in particular the Long-Distance Market Study and the Cross-Boundary Working Group outputs) and in the Northern Powerhouse Rail conditional outputs. In this context, current strategic connectivity gaps should be addressed, such as the lack of through trains from the Leeds City Region to anywhere in Wales, and the development of high-quality (East Midlands –) Leeds – Carlisle – Glasgow services as referred to above.

We would warmly welcome the opportunity to discuss our comments and the longer-term strategy with AXC.

Michael Sasse, West Yorkshire Combined Authority, 30 December 2016

Director: Dave Pearson, Director of Transport Services
Author: Departmental Managers



ITEM 13

Report to: Transport Committee

Date: 24 February 2017

Subject: City Region Transport Update

1. Purpose

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

2. Information

Leeds Public Transport Investment Programme

2.1. December 2016 Transport Committee considered the submission of the Leeds Strategic Outline Case, which was a £270m package of measures to improve public transport in Leeds District. It included the £173.5m which had previously be identified for the NGT trolleybus project. The documentation was submitted to the Department for Transport in December and is available on the WYCA website <http://www.westyorks-ca.gov.uk/News/Articles/Leeds-Transport-Strategy-submission/>

2.2. The Department are currently considering the submission and it is expected that a 'Decision to Proceed' will be reached by late February/early March. In parallel to this, WYCA and LCC are now progressing work to develop the delivery team for the Programme. This includes:

- A transitional team from LCC and WYCA Transport Policy teams is continuing to support the development of the programme;
- LCC Engineering Manager is acting as programme manager for the park & ride, bus priority corridor and city centre gateway programmes;
- A design team for the Stourton P&R project, led by LCC Principal Engineer has started to progress the design and planning for Stourton park & ride scheme. Priority has been given to this project as it was well developed through NGT and is the largest individual scheme within the programme;
- Development of the procurement strategy to develop the principles set out in the SOC has now commenced;

- WYCA Managing Director gave a presentation to the All Party Parliamentary Light Rail Group on the future direction of Mass Transit for the City and initial development work on the back of this is now commencing, as set out in the LCR Metro report;
- Regular dialogue between WYCA, LCC, DfT and Rail North continues around the development of the three railway stations. Feasibility work on Leeds Bradford Airport Parkway is completed and being reviewed by Rail North. Timetable feasibility work is planned to commence shortly on Thorpe Park. Following DfT Decision to Proceed, we anticipate formally commencing the Network Rail GRIP process for each of the stations;
- Further workshops with the Expert Panel are scheduled to take place and as set out in the SOC submission will inform the broader development of the Leeds Transport Strategy throughout 2017;
- A series of workshops are also being held with First West Yorkshire to develop the Bus Delivery Board role and responsibilities as well as a detailed action plan to enable delivery of the Heads of Terms set out within the SOC submission. This links closely with the Transport Committee report on next steps with the Bus Strategy.

HS2 Growth Strategy

- 2.3. In the 2016 Budget, the Government announced they were making available funding to those cities with a HS2 station to develop a growth strategy to set out how they intended to maximise the arrival of HS2. WYCA and LCC secured the first phase of funding from CLG later in 2016 by setting out a proposal on how to develop the strategy. The combined team of LCC and WYCA officers have started the procurement of consultants to consider skills and supply chain opportunities, Southbank infrastructure, possible options for funding, the writing of the growth strategy and developing the economic case. Contracts are currently being finalised with the winning bidders. This is alongside the work already underway to develop plans for an integrated station in Leeds led by Atkins.
- 2.4. The proposal to Government to secure the second phase of funding is currently being assessed. We are proposing that connectivity will be a stronger theme of this second phase. Once the funding is secured, officers will procure the necessary further work to support the development of the growth strategy.

Bus 18 Update

- 2.5. Work continues on short term initiatives to improve services for bus passengers. Key activities include:
- Network Stability – an agreement come into force on 1 January which limits the number of service changes to set weekends of the year and commits bus companies to consult prior to changes. The first major service change will take place at the end of February;

- Customer service standards – bus operators and WYCA are developing a consistent set of standards customers can expect from bus drivers and when contacting the operator or WYCA;
- ECO Stars – buses will display their environmental rating in the form of a nationally recognised star rating scheme;
- Travel Information – WYCA and bus operators are reviewing the information provided at bus stops, printed leaflets and on line information services;
- Smart ticketing – further ticketing products will be available on the pink Mcard;
- Punctuality and Reliability – bus operators, Council highway teams and WYCA are developing joint action plans to address the causes of punctuality and reliability on key routes.

Key Route Network

- 2.6. The Key Route Network is the 661km network of highway authority managed A roads which make up 7% of the total WY road network and which cater for around 60% of road based economic activity. The West Yorkshire Councils and WYCA are developing a memorandum of understanding to adopt a consistent approach to the operation, maintenance and investment of the Key Route Network. This collaborative approach will enable the identification of investment works to be funded through the West Yorkshire Plus Transport Fund. The authorities are also working towards the development of a single urban traffic control centre.

Yorkshire Highway Alliance

- 2.7. The Yorkshire Highways Alliance (YHA) is a Local Authority association by agreement between the five West Yorkshire Council Highway services plus those from Barnsley, Doncaster, North Yorkshire and York. The main objectives of the YHA are to facilitate collaborate in the interest of:
- delivering greater efficiencies in the purchasing of highways materials, services and works by joint procurement over the Yorkshire region;
 - pooling skills and sharing expertise to provide the necessary procurement expertise - to address staff resource constraints and reductions in this specialism.
- 2.8. Liaison and increasing collaboration has been ongoing amongst a number of partners for the past few years but it is intended from the 1 April 2017 that the Association is established in a more formal arrangement with the five West Yorkshire District Councils and York and North Yorkshire becoming Full members and the other two authorities Associate Members. The YHA will be relaunched and there will be opportunities extended to other Yorkshire authorities to join.

DfT Access Fund

- 2.9. DfT announced the outcome of the Access Fund for Sustainable Travel bid process on 26 January 2017. The West Yorkshire application (“Delivering Good Growth through an Active Economy”) was unsuccessful. As part of the same announcement, DfT provided details of a Cycling and Walking to Work Fund, offering £3.8 million to be

invested in 3 city regions over the next 12 months to connect people with employment and apprenticeships, with £1.5m to be offered to West Yorkshire Combined Authority.

- 2.10. A detailed programme of activities will be developed to meet the objectives of the Cycling and Walking to Work Fund, based on existing successful initiatives that promote local economic growth and improve employment opportunities, with a focus on connecting jobseekers with work placements and apprenticeships, through cycling and walking. If a deliverable programme can be developed, details of these activities will be submitted to DfT to meet their deadline of the end of March 2017.

City Connect Update

- 2.11. Following completion of the works associated with the first phase of the CityConnect Programme ongoing monitoring of the use of the routes is now in place through Automatic Cycle Counters. These counters have recorded over 100,000 cycles on the Western Section of the Superhighway since its opening in June 2016. Engagement activities to promote, influence and enable people to use the new infrastructure are ongoing with work focussed on businesses, schools and communities along the route. This work includes bike friendly business and schools schemes that provides small grants to businesses and schools that meet accreditation criteria, a CityConnect cycles scheme that aims to overcome barriers of access to a bike along with cycle for health training schemes and setting up community cycle clubs.
- 2.12. Consultation on the second phase of CityConnect schemes is almost complete with Huddersfield Narrow Canal, Calder and Hebble Canal and Huddersfield town centre consultations planned for the first quarter of 2017. The second phase schemes are now moving towards procurement of works with detailed design well underway. The projects are on track for delivery by the end of 2018 with construction programmed to start between April and September 2017.

Low Moor Station Update

- 2.13. Good progress is being made on the delivery of the new rail station and car park in Low Moor. Construction is advancing well, now that the mineshaft works have been successfully completed, and completion works such as; final surfacing treatments, platform furniture (shelters and seating) and landscaping will all be completed in the next few weeks.
- 2.14. Work is also advancing on the essential safety sign off processes, which requires the Office of Rail and Road (ORR) to certify the station as safe to operate ahead of station opening. The project remains well on track to deliver the target opening of May 2017 and, in fact, is currently slightly ahead of this deadline. All efforts will continue to be made to better this date if possible.

Transport for the North Updates

- 2.15. **Single Transport Plan** - As part of their transition to becoming a Sub-National Transport Body, TfN are developing a draft Single Transport Plan for the North of

England for consultation, working with northern LEPs and Local Transport Authorities. The plan will cover all modes of transport and propose enhancements to the north's transport networks that can help develop and deliver a 'Northern Powerhouse' economy, as outlined in the Northern Powerhouse Independent Economic Review.

- 2.16. As part of the Single Transport Plan TfN are developing an Integrated Rail Report and an Integrated Strategic Roads Report that will set out ambitions for the north's rail and road network so that it can underpin a transformed economy. The Rail Report will build on the existing Rail North Long Term Rail Strategy, work done to date on Northern Powerhouse Rail, as well as inputs from LEPs and Local Transport Authorities. WYCA and District Partner officers have inputted into the draft 'Integrated Rail Report' that is due for consultation later this year. A draft WYCA consultation response will be brought to a future meeting of the Transport Committee.
- 2.17. TfN will also set out a comprehensive decision-making framework, and a consistent and coordinated regime for the strategic planning of the North of England's 'major' roads. Major roads are defined as the 'key or major' route network of important national, regional and local strategic roads to key economic centres. TfN will also identify the interventions needed to support the findings of the Northern Powerhouse Independent Economic Review, and therefore contribute to a growing and vibrant economy across the North of England.
- 2.18. **Northern Powerhouse Rail**_ Following publication of the Northern Transport Strategy in March 2015, Transport for the North (TfN) and the Department for Transport (DfT), as joint clients, commissioned Network Rail and HS2 Ltd in July 2015, to develop a range of options for Northern Powerhouse Rail (NPR) to a feasibility level.
- 2.19. WYCA input into the TfN NPR workstream is informed by the Leeds City Region position on NPR as agreed by the Combined Authority in July 2016 and LEP Board in September 2016. Amongst other things, this includes the requirement for NPR to serve Leeds, Bradford and York city centres, for already upgraded routes such as the trans-Pennine route through Huddersfield to retain their enhanced services, and for other routes in and serving the City Region to be improved and upgraded e.g. the East Coast Main Line, the Calder Valley, the Harrogate and Wakefield area lines, so that the whole city region can fully benefit from NPR and HS2.
- 2.20. A large number of options are still on the table. TfN will be undertaking more significant prioritisation (and business case work) over the next 6 months, which is due to the need to agree which NPR alignment options/junctions with HS2 should be progressed into the HS2 Phase 2 Hybrid Bill design. TfN are currently considering the case for NPR to serve 'Other Significant Economic Centres' (OSECS). WYCA is involved in this work along with the relevant District Partners regarding possible West Yorkshire stations (Bradford, Huddersfield, Wakefield). City of York are to be involved in the work looking at the case for NPR to stop there.

- 2.21. **Route Strategies**_TfN is also working with Highways England on their Route Strategies which will be published in the spring. They will help Highways England better understand the condition and performance of their roads, and local and regional aspirations. They will look at current performance, constraints and pressures as well as future developments expected on the routes.
- 2.22. **International Connectivity**_On Thursday 2nd February, the Independent International Connectivity Commission launched its report examining the economic role of international connectivity for the North of England. This report included the Commission's assessment of the current role of the North's airports and ports in providing the required global connectivity for passengers and freight and the actions that are necessary to improve connectivity to support a more global approach to business and the visitor economy.

East - West Connectivity

- 2.23. The Transport Committee mandated officers to take forward a joint piece of consultancy work to develop the economic case for improved East-West connectivity at its meeting on 21 June 2016. The study commenced in September 2016 supported by Lancashire Local Enterprise Partnership, North Yorkshire Local Enterprise Partnership and West Yorkshire Combined Authority and Leeds City Region LEP.
- 2.24. The purpose of the work was to develop a strategic and economic narrative and evidence base to support the case for enhanced East-West connectivity across the central Trans-Pennine Corridor.
- 2.25. The analysis points to a current "Corridor economy" which is functioning well to an extent but which has significant untapped potential, partly as a result of its physical connectivity constraints. The travel to work analysis points to self-contained and insular "Yorkshire" and "Lancashire" labour markets, with limited labour movements between the two administrative boundaries, despite their geographic proximity. There is a critical need to ensure that the physical infrastructure is in place to promote the enhanced integration of these labour markets as there is evidence that this is currently limiting labour flows on an East-West axis.
- 2.26. The report flags up 7 key benefits to support investment in the connectivity offer in the East West corridor and the investment will have the potential to :
- Support complementary high growth, high value economic sectors and clusters
 - Unlock the skills, R&D and innovation potential of the Corridor economy (the report sets out the untapped potential).
 - Support the growth potential of other key transport hubs – especially Leeds Bradford International Airport (LBIA), Manchester Airport and Port of Heysham and other East/West coast ports (e.g. Liverpool, Hull, Immingham, Teesport).
 - Support the needs and expansion of existing major employers and their supply chains.
 - Attract new high value business activity and inward investment to the Corridor and wider Northern Region (this is in part based on feedback from businesses).

- Support housing and employment growth proposals and requirements.
- Help address socio-economic inequalities in marginalised local labour markets that do not function effectively across the East West axis.

2.27. The study also analysed a range of high level connectivity scenarios – across road and rail – and concluded that potential additional transport user benefits of up to £70 million annually could be achievable (assuming a 20% reduction in generalised costs of travel across all modes).

2.28. It is proposed that the emerging findings of the report will be used to shape and inform TfN’s investment prioritisation.

3. Financial Implications

3.1. None directly 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. External Consultees

6.1. None.

7. Recommendations

7.1. That the updates provided in this report are noted.

8. Background Documents

8.1. As identified in the report.

Director: Dave Pearson
Director, Transport Services



ITEM 14

Report to: Transport Committee

Date: 24 February 2017

Subject: Transport Committee 2017 Timeline

1. Purpose

- 1.1. To advise Members of the issues the Committee will be considering over the coming year.
- 1.2. To recommend a programme of themed workshops throughout the year.

2. Information

- 2.1. Over the coming year the Committee will finalise the West Yorkshire Transport Strategy, establish a way forward regarding bus services and will input into key regional and national initiatives through Rail North, Transport for the North and HS2. The Authority has set a budget for 2017/18 based upon a reduction of £1m in the Transport Levy. This will require economies and efficiencies in the delivery of transport services and facilities and in particular will require the Committee to review its expenditure on supported bus services.
- 2.2. It is therefore anticipated that the Transport Committee will consider the following issues over the coming year.

Spring (meeting date 21 April 2017)

- Transport Strategy – to adopt finalised strategy
- Bus Strategy – to advise on outcome of Bus Services Bill and to adopt finalised strategy
- Leeds Public Transport Investment Programme – outcome of DfT decision on Strategic Outline Case and arrangements for delivering the programme
- WYCA funded bus services – to review criteria for supported bus services and education transport to reflect reduced funding
- Yorkshire Hub Draft Masterplan
- Northern Powerhouse Rail Update
- East Midlands Rail Franchise Consultation

Summer

- DEFRA Air Quality Action Plan
- Modern Transport Bill
- Yorkshire Hub Masterplan
- Northern Powerhouse Rail Update
- Transport for the North Draft Single Transport Plan Consultation

Autumn

- Transport Information and Ticket Retail Strategy – to update the strategy required by the Transport Act
- Transport Levy Policy Options 2018/19 – revenue budget consideration for the coming year

Winter

- 2018/19 revenue budget implications for service delivery
- Transport Strategy Programme – capital programme for 2018/19
- Yorkshire Hub Masterplan
- Northern Powerhouse Rail Update
- Transport for the North Draft Single Transport Plan Consultation

- 2.3. The workshop held on 23 January 2017 to discuss the Transport Plan and Bus Strategy consultation feedback together with the Leeds City Region Metro Study was generally regarded as a success. It is proposed to develop a programme of quarterly workshops to enable members of the Transport Committee to shape the emerging transport policy agenda. It also presents an opportunity for member to discuss issues with representatives and advisers. The following topics are proposed
- Local rail service development – presentations from Rail North and the Northern and TPE franchisees
 - Air quality and transport
 - Freight
- 2.4. It is proposed to arrange the first workshop to discuss the local rail services in March/ April. The air quality workshop will be convened following the publication of the DEFA strategy expected before the parliamentary summer recess. The Freight workshop will be informed by the emerging Transport for the North freight strategy.
- 2.5. Transport Committee members are also Transport Committee/ LEP Green Infrastructure Panel which meets periodically to consider how the Authority's transport and economy activities can facilitate green infrastructure .

3. Financial Implications

- 3.1. There are no financial implications arising directly from this report.
- 3.2. The Committee will review the criteria for supported bus services and education transport in order to ensure expenditure meets the Authority's policies within the

reduced available funding. In this regard, cost efficiency and income generation proposals will be presented to the Committee.

4. Legal Implications

4.1. The topics proposed in this report are within the Committee's remit to consider.

5. Staffing Implications

5.1. There are no staffing implications arising directly from this report.

6. Consultees

6.1. This report has been prepared with advice from senior officers and government officials

7. Recommendations

7.1. That the Committee notes the issues to be considered during 2017

7.2. That a programme of themed workshops is provided for Members of the Committee

8. Background Documents

8.1. None.

Director: Dave Pearson,
Director, Transport Services
Author: Ruth Chaplin,
Democratic Services



ITEM 15

Report to: Transport Committee

Date: 24 February 2017

Subject: Bus Services Working Group

1. Purpose

- 1.1. To update the Transport Committee on the areas considered at the meeting of the Bus Services Working Group.

2. Information

- 2.1. At their meeting held on 12 December 2016, the Bus Services Working Group were provided with an update on:

- Local bus service changes – an update on the impact of recent route and timetable changes
- Boxing Day services- to advise plans for services for the 2016 holiday period
- Park and Ride – an update on passenger and service performance at Elland Road and plans for Temple Green Leeds
- Home to school services– to advise the working group on the arrangements made for the 2016/17 academic year including the award of contracts
- Bus 18 – to update the Group on the short term measures agreed with bus operators to improve services for passengers

- 2.2. The Working Group considered the issues raised by the following petitions:

- **Daily bus service connecting Keighley and Halifax** - presented to the Bradford District Consultation Sub Committee by Councillor Poulson on behalf of local residents. There is currently no connecting bus service between these towns. WYCA officers have discussed the provision of a commercial basis with bus operators however no company is able to provide a service without initial pump priming. Tenders have been invited to assess the level of cost involved and whether this would meet the Authority's criteria. A verbal update on progress in this regard will be provided to the meeting.

- **Bus services in West Ardsley** – presented to WYCA officers by Andrea Jenkyns MP. Residents of this area of south west Leeds are unhappy about the frequency and reliability of the services in their area. The area is served by buses and there is no basis for the Authority to commission additional services. WYCA officers have taken up their concerns with Arriva Yorkshire who operate in the area and will respond directly to the MP.

3. Financial Implications

3.1. None arising directly from this report.

4. Legal Implications

4.1. None arising directly from this report.

5. Staffing Implications

5.1. None arising directly from this report.

6. External Consultees

6.1. None.

7. Recommendations

7.1. That the update from the Bus Services Working Group be noted.

7.2. That the Committee notes the issues raised in petitions to the Authority regarding bus services and the actions taken.

8. Background Documents

8.1. None.

**MINUTES OF THE MEETING OF THE
CALDERDALE DISTRICT CONSULTATION SUB-COMMITTEE
HELD ON TUESDAY 10 JANUARY 2017 AT THE TOWN HALL, HALIFAX**

PRESENT: Councillor Dan Sutherland (Chair)

WYCA TRANSPORT COMMITTEE

Councillor Peter Caffrey

CALDERDALE COUNCIL

Councillor Robert Holden
Councillor Jenny Lynn

ALSO IN ATTENDANCE

Chris Lister -
Andy Clayton -
Dave Randall -
Neil Walsh -
Richard Isaac -
Helen Huggett -
Neale Wallace -
Andrew Atack -
David Ashton -

PUBLIC REPRESENTATIVES

Myra James
Peter Melling
John Sheppard

Peter Stocks
John Whiteley

31. APOLOGIES FOR ABSENCE

Apologies for absence were received from public representative, John Sykes.

32. MINUTES

RESOLVED - That the minutes of the meeting held on 11 October 2016 be noted.

33. QUESTION AND ANSWER SESSION

Members were invited to raise questions with a focus on matters of wider interest and a time limited question and answer session was held. The following issues were raised:

Timetable Displays

It was reported that the roadside displays in Bradford Interchange are often split into sections due to multiple operators using the same departure bay, which causes confusion for passengers.

The Committee was informed that the software used by the timetabling system was developed for a single bus operator, rather than multiple operators using the same bus stops. However, the software is due to be upgraded during 2017 incorporating improvements to the presentation of the displays.

It was reported that a complete reallocation of departure bays in Bradford Interchange would take place in May 2017. The changes will allow buses travelling on the same service corridors to depart from the same bus stand.

Communications

Members asked if any new processes had been put in place to communicate service disruptions following the recent flooding incidents in Calderdale.

It was reported that WYCA now has a service disruption email address which all bus operators can use to report incidents and delays. The information is then be communicated via social media channels to members of the public.

Halifax Town Centre

Members asked whether any progress had been made with regards to converting Market Street in Halifax Town Centre to a pedestrian only zone.

The Committee was informed that no decision has been made but discussions were ongoing. Any changes to the current system would be phased due to the volume of bus activity in the area.

Rail Timetables

Members expressed their disappointment that the West Yorkshire composite timetable, previously published by WYCA, would no longer be provided. Comment was made that the new franchise timetables were difficult to navigate and some journeys would often require using multiple timetables.

The Committee was informed that the rail grant from the government, which funded the production of the composite timetables, is now mostly funding Rail North.

However, after feedback from the public, WYCA's Director of Transport Services has arranged a meeting with Northern to discuss the issues raised by the public to agree on improvements that could be made before the implementation of the next set of timetables. The Committee will be advised of the outcome at a future meeting.

34. MEMBER FEEDBACK REPORT

The Committee considered a report advising members of the feedback received at the meeting held on 11 October 2016 and to report the action taken.

At the last meeting members were consulted on the Northern Franchise. The key points raised were outlined in the submitted report.

RESOLVED - That the report be noted.

35. INFORMATION REPORT

The Committee considered a report on information regarding current developments and issues affecting the Calderdale District.

Ticket Gates

The Committee were advised that new ticket gates are planned to be installed at Halifax Rail Station and Bradford Forster Square during 2017.

Service Changes

It was reported that Yorkshire Tiger are making changes to some bus service timetables in February 2017 in order to improve punctuality and reliability.

The Committee was advised that the 572 bus service which runs between Halifax and Southowram will be withdrawn in February 2017. However, the 571 bus service will continue to run hourly along the route.

Boxing Day

The Committee was informed that final patronage figures were awaited but early indications were that they had increased from previous years. Feedback will be reported to a future meeting.

Timetable Changes

It was reported that Northern now has insufficient rolling stock to implement the full timetable restructure that was planned for December 2017. A phased implementation is now planned with some changes being made in December 2017 with the full timetable restructure taking place in May 2018.

MCard Ticket Machines in Bus Stations

Members were advised that MCard ticket machines, allowing customers to purchase a range of weekly and monthly tickets whenever the station is open, have now been installed at Leeds, Bradford, Huddersfield, Pontefract and Castleford bus stations.

The Committee was informed that Halifax bus station would be included in the next phase.

Senior Concessionary Passes

It was reported that the five year renewal of Senior Concessionary Passes occurs in 2017. Pass holders will be encouraged to apply online as customers will not be able to renew by phone.

Clean Air Zone

Members were advised that Leeds is expected to introduce a Clean Air Zone by 2020 and WYCA and Leeds City Council are working closely with the Department for Environment, Food and Rural Affairs to shape a strategy.

When the Clean Air Zone is introduced in Leeds City Centre, it will require all buses entering the area to be of a Euro 6 emissions standard. The Committee was advised that the Euro 6 buses will travel along key routes across West Yorkshire, which will benefit the whole region.

West Yorkshire Key Route Network

The Committee noted the collaboration between WYCA and the five local highway authorities to manage the major roads of West Yorkshire. The aim of the collaboration is to adopt a common approach to managing events and disruption on the network.

City Connect

The Committee were informed that CityConnect are currently working with Canal and Rivers Trust on upgrading 13km of the canal towpaths on the Rochdale and Calder Hebble canals between Todmorden and Soweby Bridge.

Tour de Yorkshire

It was noted that the Tour de Yorkshire would visit West Yorkshire on Saturday 29 and Sunday 30 April 2017. There will be some disruption to traffic flow and bus services would be rerouted whilst cyclists pass key junctions and town centres.

36. CONSULTATION REPORT

Bus 18

The Committee was given a short presentation which provided an overview of Bus 18 Initiatives which will be jointly delivered by WYCA and bus operators. The presentation also included an update on the Bus Services Bill and the West Yorkshire Bus Strategy.

Members asked whether audio and visual notification would be considered as part of the Bus 18 improvements on new buses. The Committee was advised that it is expected to be a legal requirement for bus operators to implement audio and visual notifications should it be included in the Buses Act, which is due to be published in 2017.

Future of District Consultation Sub-Committees

Members were advised that WYCA's Transport Committee had reviewed the role of the District Consultation Sub Committees and had agreed to retain the meetings in their current form. They had also considered that the representation should be expanded to include a wider range of interested parties and groups and to include an open forum session where members of the public could raise issues.

The proposals were welcomed and the following comments were made:

- The current timings of meetings make it difficult for people that have a full time job to attend.
- Larger employers that are currently members of the Corporate MCard scheme may be happy to send representatives.
- Focus recruitment to encourage new representatives from areas that are currently under-represented.

Members were thanked for their comments and suggestions and were asked to forward any further comments on the questionnaire provided at the meeting or by email to: erica.ward@westyorks-ca.gov.uk.

RESOLVED - That members' feedback be noted.

ITEM 16(b)

**MINUTES OF THE MEETING OF THE
 KIRKLEES DISTRICT CONSULTATION SUB-COMMITTEE
 HELD ON WEDNESDAY 11 JANUARY 2017 AT THE TOWN HALL, HUDDERSFIELD**

PRESENT: Councillor Marielle O'Neill (Chair)

WYCA TRANSPORT COMMITTEE

Councillor Martyn Bolt
 Councillor Eric Firth
 Councillor Andrew Pinnock

PUBLIC REPRESENTATIVES

John Appleyard	Kathleen O'Shea
Mark Denton	Keith Parry
Chris Jones	Chris Taylor
Shaun Jordan	

KIRKLEES COUNCIL

Councillor Gwen Lowe

ALSO IN ATTENDANCE

Anna Weeks	-	Arriva Yorkshire
Paul Calcott	-	First
Craig Turner	-	First
John O'Grady	-	Northern
Neale Wallace	-	WYCA
Erica Ward	-	WYCA
Andrew Attack	-	WYCA

32. APOLOGIES FOR ABSENCE

Apologies for absence were received from Joanne Waddington, Kirklees Highways.

33. MINUTES

RESOLVED - That the minutes of the meeting held on 12 October 2016 be noted.

34. QUESTION AND ANSWER SESSION

Members were invited to raise questions with a focus on matters of wider interest and a time limited question and answer session was held. The following issues were raised:

Rail Timetables

Councillor Martyn Bolt expressed his disappointment that the West Yorkshire composite timetable, previously published by WYCA, would no longer be provided. He advised that the new franchise timetables were difficult to navigate and some journeys would often require using multiple timetables.

The Committee was informed that the rail grant from the government, which funded the production of the composite timetables, is now mostly funding Rail North.

However, after feedback from the public, WYCA's Director of Transport Services has arranged a meeting with Northern to discuss the issues raised by the public to agree on improvements that could be made before the implementation of the next set of timetables. The Committee will be advised of the outcome at a future meeting.

Ticket Machine, Batley Rail Station

It was reported that the ticket machine at Batley Rail Station was frequently out of order and the telephone number on the machine is no longer in use.

The Committee was informed that a new ticket machine is due to be installed at Batley Rail Station during franchise year two which is 2017/18.

35. MEMBER FEEDBACK REPORT

The Committee considered a report advising members of the feedback received at the meeting held on 21 October 2016 and to report the action taken.

At the last meeting members were consulted on the Northern Franchise. The key points raised were outlined in the submitted report.

RESOLVED - That the report be noted.

36. INFORMATION REPORT

The Committee considered a report on information regarding current developments and issues affecting the Kirklees District.

Service Changes

It was reported that a major service change will take place in February 2017 and will impact on a number of bus services in the area. Members were advised that services 231 and 232 have retained the contract for the evening service and will implement a new timetable and services 319 and 366 will no longer run to the hospital.

Following feedback from customers, South Pennine Community Transport will operate a limited Thursday and Saturday market day service from Holmfirth to Penistone market.

Boxing Day Services

The Committee was informed that final patronage figures were awaited and final feedback will be reported at a future Committee meeting.

MCard Ticket Machines in Bus Stations

Members were advised that MCard ticket machines, allowing customers to purchase a range of weekly and monthly tickets whenever the station is open, have now been installed at Leeds, Bradford, Huddersfield, Pontefract and Castleford bus stations.

Senior Concessionary Passes

It was reported that the five year renewal of Senior Concessionary Passes occurs in 2017. Pass holders will be encouraged to apply online as customers will not be able to renew by phone.

Transport and Bus Strategy Consultation

It was noted that analysis of feedback from the West Yorkshire Transport and Bus Strategies consultation was being done independently. A first draft report had been received and in general the feedback was positive and supportive.

Clean Air Zone

Members were advised that Leeds is expected to introduce a Clean Air Zone by 2020 and WYCA and Leeds City Council are working closely with the Department for Environment, Food and Rural Affairs to shape a strategy.

When the Clean Air Zone is introduced in Leeds City Centre, it will require all buses entering the area to be of a Euro 6 emissions standard. The Committee was advised that the Euro 6 buses will travel along key routes across West Yorkshire, which will benefit the whole region.

West Yorkshire Key Route Network

The Committee noted the collaboration between WYCA and the five local highway authorities to manage the major roads of West Yorkshire. The aim of the collaboration is to adopt a common approach to managing events and disruption on the network.

Tour de Yorkshire

It was noted that the Tour de Yorkshire would visit West Yorkshire on Saturday 29 and Sunday 30 April 2017. There will be some disruption to traffic flow and bus services would be rerouted whilst cyclists pass key junctions and town centres.

CityConnect Kirklees

It was reported that CityConnect is working with Canal and Rivers Trust to upgrade the towpath of the Huddersfield Narrow Canal from Huddersfield town centre through to Golcar. Members were advised that designs for the scheme will be consulted on in early 2017.

RESOLVED - That the report be noted.

37. CONSULTATION REPORT

Bus 18

The Committee was given a short presentation which provided an overview of Bus 18 Initiatives. The feedback on the proposals was positive and the following comments were made:

Members advised that consideration should be given to provide journey planning information to non-bus users to enable them to make informed choices about their mode of transport.

Members suggested that the Bus 18 programme should include a plan to review demand on key corridors and routes and with a view to providing express services. However, it was noted that Bus 18 is a programme of short term measures, which is why longer term projects such as network reviews had not been included.

Future of District Consultation Sub-Committees

Members were advised that WYCA's Transport Committee had reviewed the role of the District Consultation Sub Committees and had agreed to retain the meetings in their current form. They had also considered that the representation should be expanded to include a wider range of interested parties and groups and to include an open forum session where members of the public could raise issues.

The proposals were welcomed and the following comments were made:

- The current timings of meetings make it difficult for people that have a full time job to attend.

- Larger employers that are currently members of the Corporate MCard scheme may be happy to send representatives.
- Focus recruitment to encourage new representatives from areas that are currently under-represented.

Members were thanked for their comments and suggestions and were asked to forward any further comments on the questionnaire provided at the meeting or by email to: erica.ward@westyorks-ca.gov.uk.

RESOLVED - That members' feedback be noted.

**MINUTES OF THE MEETING OF THE
BRADFORD DISTRICT CONSULTATION SUB-COMMITTEE
HELD ON FRIDAY 13 JANUARY 2017 AT CITY HALL, BRADFORD**

PRESENT: Councillor Taj Salam (Chair)

WYCA TRANSPORT COMMITTEE

Councillor Hassan Khan

BRADFORD COUNCIL

Councillor Rizwana Jamil

PUBLIC REPRESENTATIVES

Jane Gibbon

Andrew Jewsbury

Peter Ketley

Gareth Logan

Graham Peacock

John Prestage

Barrie Rigg

ALSO IN ATTENDANCE

Mark Fenwick

Mohammed Raja

Richard Isaac

Neale Wallace

Andrew Atack

Chris Rickaby

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-
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Arriva Yorkshire

First

Northern

WYCA

WYCA

Observer

32. APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillor Abid Hussain, Fred Gilbert, Gordon Lakin, Andrew Wowk, Colin Booth, Oliver Howarth and Phil Jolly.

33. MINUTES

RESOLVED - That the minutes of the meeting held on 21 October 2016 be noted.

34. QUESTION AND ANSWER SESSION

Members were invited to raise questions with a focus on matters of wider interest and a time limited question and answer session was held. The following issues were raised:

MCard Issue

Andrew Jewsbury reported that he was having problems adding a MetroDay ticket onto his MCard from his local Payzone outlet. Neale Wallace informed the Committee that he would arrange for a WYCA officer to visit the Payzone outlet to investigate the issue further and offer training and advice to the vendor if required.

Rail Timetables

Graham Peacock expressed his disappointment that the West Yorkshire composite timetable, previously published by WYCA, would no longer be provided. He advised that the new franchise timetables were difficult to navigate and some journeys would often require using multiple timetables.

The Committee was informed that the rail grant from the government, which funded the production of the composite timetables, is now mostly funding Rail North.

However, after feedback from the public, WYCA's Director of Transport Services has arranged a meeting with Northern to discuss the issues raised by the public to agree on improvements that could be made before the implementation of the next set of timetables. The Committee will be advised of the outcome at a future meeting.

Boxing Day Services

Members reported that the bus services operated in Keighley on Boxing Day had provided a very good service. Passenger data had been requested from the operators and this would be brought to a future meeting.

Petition - Service 680

Members asked for an update regarding the petition that was presented at the last meeting.

It was reported that the information had been sent to the Highways Department at Bradford Council and that WYCA are awaiting a decision.

Realtime Displays

It was reported that wrong information had been displayed on the information boards in Bradford city centre. WYCA was aware of the problems which had been caused by a coding error and it was hoped these would be rectified in the near future.

Members were encouraged to report any further issues to WYCA as they occurred. It was noted that DCSC members would still be able to raise individual matters with officers at the close of the meeting.

35. MEMBER FEEDBACK

The Committee considered a report advising members of the feedback received at the meeting held on 21 October 2016 and to report the action taken.

At the last meeting members were consulted on the Northern Franchise. The key points raised were outlined in the submitted report.

RESOLVED - That the report be noted.

36. INFORMATION REPORT

The Committee considered a report on information regarding current developments and issues affecting the Bradford District.

Service Changes

The Committee was advised that the Keighley Bus Company will be making changes to their timetables in February 2017. These changes are designed to improve reliability and punctuality of the services throughout the Wharfedale area.

It was reported that following feedback from customers, the X11 bus service which operates between Pudsey and Bradford will now have extra services on evenings and Sundays.

Keighley - Halifax Bus Links Petition

It was reported that WYCA have had a discussion with bus operators regarding the petition to restore bus links between Keighley and Halifax and had agreed to issue tenders for the operation of an hourly off peak service between the towns. The outcome of this will be reported to WYCA's Transport Committee in February for their consideration.

Low Moor Rail Station

The Committee was updated on progress with the construction of the new rail station in Low Moor which remains on target for opening by May 2017.

MCard Ticket Machines in Bus Stations

Members were advised that MCard ticket machines, allowing customers to purchase a range of weekly and monthly tickets whenever the station is open, have now been installed at Leeds, Bradford, Huddersfield, Pontefract and Castleford bus stations.

Senior Concessionary Passes

It was reported that the five year renewal of Senior Concessionary Passes occurs in 2017. Pass holders will be encouraged to apply online as customers will not be able to renew by phone.

Beacon Pilot

It was reported that WYCA had been successful in receiving funding from the Department for Culture, Media and Sport to undertake a trial “touchless ticketing” pilot project in the Bradford District. Service 662, which runs between Bradford and Keighley, had been selected as the pilot route.

Transport and Bus Strategy Consultation

It was reported that consultation on the West Yorkshire Transport and Bus Strategies ended on 21 October 2016. Over 5000 responses were received in total and the general feedback was positive. This would be available on the WYCA website once the analysis report is complete.

Leeds Transport Strategy

It was reported that approval had not been granted for the NGT scheme and that the £173.5m funding previously allocated to NGT had been ring-fenced for public transport investment in Leeds. A bid was submitted to the Department for Transport on 23 December 2016 setting out proposals to spend the £173.5m NGT funding, along with £71m of investment by First West Yorkshire in a new low-emissions bus fleet.

Clean Air Zone

Members were advised that Leeds is expected to introduce a Clean Air Zone by 2020 and WYCA and Leeds City Council are working closely with the Department for Environment, Food and Rural Affairs to shape a strategy.

When the Clean Air Zone is introduced in Leeds City Centre, it will require all buses entering the area to be of a Euro 6 emissions standard. The Committee was advised that the Euro 6 buses will travel along key routes across West Yorkshire, which will benefit the whole region.

West Yorkshire Key Route Network

The Committee noted the collaboration between WYCA and the five local highway authorities to manage the major roads of West Yorkshire. The aim of the collaboration is to adopt a common approach to managing events and disruption on the network.

Tour de Yorkshire

It was noted that the Tour de Yorkshire would visit West Yorkshire on Saturday 29 and Sunday 30 April 2017. There will be some disruption to traffic flow and bus services would be rerouted whilst cyclists pass key junctions and town centres.

RESOLVED - That the report be noted.

37. CONSULTATION ITEMS

Bus 18

The Committee was given a short presentation which provided an overview of Bus 18 Initiatives which will be jointly delivered by WYCA and bus operators. The presentation also included an update on the Bus Services Bill and the West Yorkshire Bus Strategy.

Future of District Consultation Sub-Committees

Members were advised that WYCA's Transport Committee had reviewed the role of the District Consultation Sub Committees and had agreed to retain the meetings in their current form. They had also considered that the representation should be expanded to include a wider range of interested parties and groups and to include an open forum session where members of the public could raise issues.

The proposals were welcomed and the following comments were made:

- The current timings of meetings make it difficult for people that have a full time job to attend.
- Larger employers that are currently members of the Corporate MCard scheme may be happy to send representatives.
- Focus recruitment to encourage new representatives from areas that are currently under-represented.

Members were thanked for their comments and suggestions and were asked to forward any further comments on the questionnaire provided at the meeting or by email to: erica.ward@westyorks-ca.gov.uk.

RESOLVED - That members' feedback be noted.

**MINUTES OF THE MEETING OF THE
 LEEDS DISTRICT CONSULTATION SUB-COMMITTEE
 HELD ON MONDAY 16 JANUARY 2017 IN WELLINGTON HOUSE, LEEDS**

PRESENT: Councillor Michael Lyons (Chair)

WYCA TRANSPORT COMMITTEE

Councillor Keith Wakefield

LEEDS COUNCIL

Councillor Asghar Khan
 Councillor Paul Wadsworth

PUBLIC REPRESENTATIVES

David Brady	Eric Smith
Paul Chadwick	Ann Stocks
Catherine Keighley	Charles Stones
Alan Oldroyd	Bill Tymms

ALSO IN ATTENDANCE

Peter Taylor	-	Arriva Yorkshire
Douglas Chapman	-	Leeds City Council
Richard Isaac	-	Northern
Dave Pearson	-	WYCA
Neale Wallace	-	WYCA
Andrew Atack	-	WYCA

32. APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillor Neil Buckley, public representatives Hazel Lee, Judith Rhodes and Peter Wood and Gwyn Owen, Leeds City Council.

33. MINUTES

RESOLVED - That the minutes of the meeting held on 10 October 2016 be noted.

34. QUESTION AND ANSWER SESSION

Members were invited to raise questions with a focus on matters of wider interest and a time limited question and answer session was held. The following issues were raised:

Service Delays

Mr Tymms reported that some bus services operated by First around Leeds are experiencing delays on evening peak services. He suggested that bus operators should run an emergency timetable that could be delivered in the short term whilst the operator recruits more bus drivers.

The Committee agreed with the points made above and members were advised that discussions are ongoing with bus operators to improve the performance of evening peak services.

Feedback Report Correction

Mr Stones reported that the information in point 2.9 in Item 4 was incorrect and that customer notices had not been placed in every bus shelter on Infirmary Street.

The Committee was informed that WYCA officers made a site visit to Infirmary Street after the last meeting and every bus shelter, with exception of one, had a customer notice inside.

Ticket Price Increase

Mr Chadwick reported that the advertised 2.3% increase in rail fares in January 2017 was not applied to all services and that a single ticket from Apperley Bridge to Frizinghall with a senior railcard had increased 10.3%.

The Committee was informed that the journey described was a non-regulated journey and was not controlled by the government's 2.3% increase.

Out of Service

Members reported that services running an hourly service, especially the X64 service, are often not turning up and leaving passengers with a long wait until the next bus.

The Committee expressed their disappointment that there was no representative from First at the meeting to address the issues raised. Officers agreed to raise this concern with the company

35. MEMBER FEEDBACK REPORT

The Committee considered a report advising members of the feedback received at the meeting held on 10 October 2016 and to report the action taken.

At the last meeting members were consulted on the Northern Franchise. The key points raised were outlined in the submitted report.

RESOLVED - That the report be noted.

36. INFORMATION REPORT

The Committee considered a report on information regarding current developments and issues affecting the Leeds District.

Service Changes

It was reported that punctuality and reliability improvements were planned in the Wharfedale area in February 2017. Members were advised that following feedback from customers, the X14 bus service would operate an extra service in the morning in order to satisfy demand from February 2017.

Boxing Day Services

The Committee was informed that final patronage figures were awaited but early indications were that they had increased from previous years. Final feedback will be reported to a future meeting.

Park and Ride

It was reported that the new facilities at Elland Road Park and Ride had opened on 19 December 2016 and the site now has a fully enclosed heated waiting area with toilet facilities.

It was noted that the number of users had continued to rise with over 700 cars now regularly using the facility on a daily basis.

West Yorkshire Key Route Network

The Committee noted the collaboration between WYCA and the five local highway authorities to manage the major roads of West Yorkshire. The aim of the collaboration is to adopt a common approach to managing events and disruption on the network.

Leeds Transport Strategy

It was reported that approval had not been granted for the NGT scheme and that the £173.5m funding previously allocated to NGT had been ring-fenced for public transport investment in Leeds. A bid was submitted to the Department for Transport on 23 December 2016 and it sets out proposals to spend the £173.5m NGT funding, along with £71m of investment by First West Yorkshire in a new low-emissions bus fleet.

Members asked if the development of the Parkway Station would impact on the current Horsforth Station. The Committee was advised that no changes were planned for the Horsforth Station. However wider discussions have taken place regarding capacity and electrification on the Harrogate line.

Clean Air Zone

Members were advised that Leeds is expected to introduce a Clean Air Zone by 2020 and WYCA and Leeds City Council are working closely with the Department for Environment, Food and Rural Affairs to shape a strategy.

When the Clean Air Zone is introduced in Leeds City Centre, it will require all buses entering the area to be of a Euro 6 emissions standard. The Committee was advised that the Euro 6 buses will travel along key routes across West Yorkshire, which will benefit the whole region.

RESOLVED - That the report be noted.

37. CONSULTATION REPORT

Bus 18

The Committee was given a short presentation which provided an overview of Bus 18 Initiatives which will be jointly delivered by WYCA and bus operators. The presentation also included an update on the Bus Services Bill and the West Yorkshire Bus Strategy.

Members asked whether audio and visual notification would be considered as part of the Bus 18 improvements on new buses. The Committee was advised that it is expected to be a legal requirement for bus operators to implement audio and visual notifications included in the Bus Services Act, which is due to be published in 2017.

Future of District Consultation Sub-Committees

Members were advised that WYCA's Transport Committee had reviewed the role of the District Consultation Sub Committees and had agreed to retain the meetings in their current form. They had also considered that the representation should be expanded to include a wider range of interested parties and groups and to include an open forum session where members of the public could raise issues.

The proposals were welcomed and the following comments were made:

- The current timings of meetings make it difficult for people that have a full time job to attend.
- Larger employers that are currently members of the Corporate MCard scheme may be happy to send representatives.
- Focus recruitment to encourage new representatives from areas that are currently under-represented.

Members were thanked for their comments and suggestions and were asked to forward any further comments on the questionnaire provided at the meeting or by email to: erica.ward@westyorks-ca.gov.uk.

RESOLVED - That members' feedback be noted.

**MINUTES OF THE MEETING OF THE
WAKEFIELD DISTRICT CONSULTATION SUB-COMMITTEE
HELD ON THURSDAY 19 JANUARY 2017 AT COUNTY HALL, WAKEFIELD**

PRESENT: Councillor Glyn Lloyd (Chair)

WYCA TRANSPORT COMMITTEE

Councillor Kevin Swift

BRADFORD COUNCIL

Councillor Darren Byford
Councillor Monica Graham
Councillor Celia Loughran
Councillor Jacqui Williams

ALSO IN ATTENDANCE

Richard Isaac -
Dave Pearson -
Andrew Atack -
Khaled Berroum -

PUBLIC REPRESENTATIVES

Nigel Ashton
Pauline Blackburn
John Churms
Brian Cooper
Barbara Darlison
Brenda Fruish
Dennis Pattinson

32. APOLOGIES FOR ABSENCE

There were no apologies for absence.

33. MINUTES

RESOLVED - That the minutes of the meeting held on 20 October 2016 be noted.

34. QUESTION AND ANSWER SESSION

Members were invited to raise questions with a focus on matters of wider interest and a time limited question and answer session was held. The following issues were raised:

Castleford Rail Station - Subway

It was reported that a proposed scheme to upgrade facilities at Castleford Rail Station subway was currently planned for completion in 2020. It was noted that the work would be a major undertaking, as it would require the railway line above to be closed.

Mrs Fruish acknowledged the proposed plans and suggested that improved general maintenance would be beneficial to commuters in the short term.

Bus Shelter

Councillor Monica Graham asked that further consideration be given to install a bus shelter at Stanbridge Lane outside Doctors' Surgery.

The Committee was informed that WYCA was aware of the request and that a survey had been undertaken to establish footfall at the current stop. However, the results of the survey showed that the location did not meet the required criteria to have a shelter installed.

West Park Minibus Service

Councillor Celia Loughran requested an update on the usage of the West Park to Pontefract minibus service and prospects for its retention. Dave Pearson informed the Committee that he would report back to Councillor Loughran with the passenger data from the service. It was subsequently confirmed that the service would continue.

35. MEMBER FEEDBACK

The Committee considered a report advising members of the feedback received at the meeting held on 20 October 2016 and to report the action taken.

At the last meeting members were consulted on the Northern Franchise. The key points raised were outlined in the submitted report.

RESOLVED - That the report be noted.

36. INFORMATION REPORT

The Committee considered a report on information regarding current developments and issues affecting the Wakefield District.

Service Changes

It was reported that Stagecoach were introducing major revisions to their services, which included the withdrawal of the service between Barnsley and Pontefract. It was noted that the passenger data had been sent to bus operators, but there was no interest from operators to commercially run the service.

WYCA are currently looking into running a partially subsidised service for the smaller villages that are affected by the changes. The outcome of this situation will be reported at the next meeting.

Boxing Day Services

The Committee were informed that final patronage figures were awaited but early indications were that they had increased from previous years. Final feedback will be reported at a future Committee meeting.

South Elmsall

It was reported that the redevelopment of the South Elmsall Transport Hub has been completed and that feasibility work had been completed on a proposal to extend the existing station car park by approximately 53 additional parking spaces.

Northern

It was reported that Northern now has insufficient rolling stock to implement the full timetable restructure that was planned for December 2017. A phased implementation is now planned with some changes being made in December 2017 with the full timetable restructure taking place in May 2018.

Councillor Monica Graham asked the main purpose of the Travel Safety Officers that would be employed by Northern. Northern's representative, Richard Isaac, informed the Committee that their main role would be to support passengers and to liaise with the British Transport Police to address any issues that may arise.

East Coast Mainline

Members noted WYCA Transport Committee's set of priorities for the East Coast mainline route. This included upgrades to capacity, journey time improvements, resilience, connectivity improvements, preparation for HS2 and Northern Powerhouse Rail and delivery of post Hendy Review investment.

Members raised concerns regarding overcrowding on the East Coast Mainline and Virgin Trains' ability to manage these type of incidents.

MCard Ticket Sales in Bus Stations

Members were advised that MCard ticket machines, allowing customers to purchase a range of weekly and monthly tickets whenever the station is open, have now been installed at Leeds, Bradford, Huddersfield, Pontefract and Castleford bus stations.

Senior Concessionary Passes

It was reported that the five year renewal of Senior Concessionary Passes occurs in 2017. Pass holders will be encouraged to apply online as customers will not be able to renew by phone.

Transport and Bus Strategy Consultation

It was reported that consultation on the West Yorkshire Transport and Bus Strategies ended on 21 October 2016. Over 5000 responses were received in total and the general feedback was positive. This would be available on the WYCA website once the analysis report is complete.

Leeds Transport Strategy

It was reported that approval had not been granted for the NGT scheme and that the £173.5m funding previously allocated to NGT had been ring-fenced for public transport investment in Leeds. A bid was submitted to the Department for Transport on 23 December 2016 setting out proposals to spend the £173.5m NGT funding, along with £71m of investment by First West Yorkshire in a new low-emissions bus fleet.

West Yorkshire Key Route Network

The Committee noted the collaboration between WYCA and the five local highway authorities to manage the major roads of West Yorkshire. The aim of the collaboration is to adopt a common approach to managing events and disruption on the network.

CityConnect Wakefield

It was reported that the Castleford to Wakefield Greenway project is progressing well with construction planned in mid-2017, with completion due by the end of 2018, subject to planning consent.

RESOLVED - That the report be noted.

37. CONSULTATION ITEMS

Bus 18

The Committee was given a short presentation which provided an overview of Bus 18 Initiatives which will be jointly delivered by WYCA and bus operators. The presentation also included an update on the Bus Services Bill and the West Yorkshire Bus Strategy.

Following the recent court ruling regarding priority spaces on buses, the Committee asked whether bus operators are planning to publish guidance on what users should expect from bus drivers if a situation arises.

The Committee was informed that a meeting was planned with bus operators to discuss the issues raised and that feedback will be provided at the next meeting.

Future of District Consultation Sub-Committees

Members were advised that WYCA's Transport Committee had reviewed the role of the District Consultation Sub Committees and had agreed to retain the meetings in

their current form. They had also considered that the representation should be expanded to include a wider range of interested parties and groups and to include an open forum session where members of the public could raise issues.

The proposals were welcomed and the following comments were made:

- The current timings of meetings make it difficult for people that have a full time job to attend.
- Larger employers that are currently members of the Corporate MCard scheme may be happy to send representatives.
- Focus recruitment to encourage new representatives from areas that are currently under-represented.

Members were thanked for their comments and suggestions and were asked to forward any further comments on the questionnaire provided at the meeting or by email to: erica.ward@westyorks-ca.gov.uk.

RESOLVED - That members' feedback be noted.