



West  
Yorkshire  
Combined  
Authority

Tracy  
Brabin  
Mayor of  
West Yorkshire

## WEST YORKSHIRE COMBINED AUTHORITY

MEETING TO BE HELD AT 10.00 AM ON THURSDAY, 14 MARCH  
2024

IN COMMITTEE ROOM 1, WELLINGTON HOUSE, 40-50  
WELLINGTON STREET, LEEDS

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### A G E N D A

**1. BUS REFORM**

(Lead Member: The Mayor, Director: Simon Warburton)  
(Pages 1 - 12)

Signed:

A handwritten signature in black ink, appearing to be 'BAM', with a horizontal line underneath.

WYCA Chief Executive

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Prepared for:



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# Bus Reform Consultation Summary Report Addendum 1

March 2024

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# 1 Addendum 1

## 1.1 Background

This addendum summarises the response to the consultation provided by a statutory stakeholder, Leeds City Council. In addition to the long questionnaire, Leeds City Council also provided copies of their own Equality, Diversity, Cohesion and Integration (EDCI) screening form, the internal report on their consultation response, and a covering letter.

The response summarised in the consultation report was provided by a Councillor of Leeds City Council for Guiseley and Rawdon ward, rather than Leeds City Council itself. In the original report, such summaries would have been included within the 'Elected Representative' sections, under 'Non-statutory stakeholder organisation responses' (e.g. Section 6.2.2 for the Strategic Case).

In section 1.2 of this addendum, the sub-headings denote where the responses from Leeds City Council would have sat in the original report. The responses from Leeds City Council would have sat in 'local government (West Yorkshire District Councils)' of the relevant chapters, in place of the current text where relevant. All responses from Leeds City Council would have been treated in the same way as all other statutory stakeholders.

## 1.2 Summary of response

### [Describing The Proposed Franchising Scheme \(Section 11.2.1\)](#)

Leeds City Council expressed support for a West Yorkshire-wide approach to bus franchising, recognising the diverse characteristics and aspirations of each district within the region. It stressed the significance of cross-boundary services, particularly between Leeds and neighbouring areas like North Yorkshire, emphasising the need for careful consideration to protect their continued operation.

Regarding the specifics of the Proposed Franchising Scheme, Leeds City Council appreciated the challenges involved and sought clarity on the links between tendered lots and depot allocations, especially concerning smaller operators. It highlighted the importance of minimising disruption for Leeds residents during the transitional period and requested reassurance on this matter.

While broadly agreeing with the proposed services for franchising, Leeds City Council urged flexibility to allow for the reinstatement of withdrawn services and the introduction of new ones. It emphasised the potential benefits of upgrading frequencies on key routes and expanding the high-frequency network, particularly in areas like the Aire Valley and Outer West Leeds.

Regarding the proposed dates for implementing the Proposed Franchising Scheme and entering into franchise contracts, Leeds City Council did not express strong views but sought engagement and clarification on the transition period's management to mitigate disruption for residents. It also suggested establishing



pre-determined key performance indicators (KPIs) to evaluate the Scheme's effectiveness and requested clarification on the consultation process's stakeholders.

### Strategic Case (Section 6.2.1)

Leeds City Council emphasised the importance of prioritising the bus network's role in driving change and to align with the Connecting Leeds Transport Strategy and the city's vision for affordable, zero-carbon travel options. It highlighted residents' concerns regarding the lack of orbital services and insufficient links to key destinations like employment centres and healthcare facilities.

***"We would suggest the network is the key driver for change – we think it's important franchising doesn't stray from this focus."***

Leeds City Council

Leeds City Council expressed agreement with the decision to pursue franchising, citing the need for greater control over reshaping the network, especially in transitioning towards Mass Transit. While acknowledging the challenge of immediate implementation, it stressed the importance of reshaping the network in collaboration with the Combined Authority.

Regarding the benefits of franchising, Leeds City Council anticipated utilising the cross-subsidy from profitable routes to enhance passenger experiences and expand bus usage in Leeds. It expressed reservations about the EP+, emphasising franchising's superiority in reshaping the network and addressing long-term concerns about operator responsiveness to Mass Transit Corridors.

Overall, Leeds City Council emphasised the importance of network control and collaboration between the Combined Authority and Leeds City Council to achieve shared goals while ensuring that franchising aligns with the city's priorities and expectations.

### Economic Case (Section 7.2.1)

Leeds City Council emphasised the importance of redesigning the bus network to efficiently serve passengers' needs, rejecting the notion of an inevitable decline in bus patronage and committing to targeted investments in bus priority and accessibility enhancements.

While acknowledging the potential benefits of franchising, Leeds City Council underscored the need for flexibility in tailoring the bus offer to different areas within West Yorkshire, urging innovation over a one-size-fits-all approach. It also sought clarity on employment rights for drivers under any transfer of undertakings.

Regarding the EP+, Leeds City Council recognised its potential for short-term improvements but expressed concerns about its long-term network restructuring capabilities and integration with Mass Transit initiatives. It highlighted uncertainties regarding operator impacts and the need for clarity on prospects for small operators. It also welcomed clarity on how drivers would TUPE transfer between operators and what job security and employment rights they would have.

Leeds City Council saw potential for the Combined Authority to exert influence through an EP+ arrangement, stressing the importance of agility and innovation to address operating cost challenges amid declining patronage.



Ultimately, Leeds City Council expressed confidence in the value for money offered by franchising, contingent on optimising the network for efficiency, while remaining cautious about potential economic shocks, like future pandemics or fuel crises.

### Commercial Case (Section 8.2.1)

Leeds City Council was anxious about the achievement of success factors in the Proposed Franchising Scheme but deferred much of the responsibility to the Combined Authority.

It sought further clarity on several points, including the number of depots in Leeds, management of the interim period, and engagement with districts in determining services and frequencies to tender for.

It expressed concerns about the lotting system and potential cross-subsidy implications for Leeds and the detrimental affect it might have to the passenger offer in Leeds. It also questioned the acquisition of a third depot and suggested flexibility in contract durations to facilitate network redesign.

***"The three Leeds zones are the most profitable, and we understand that the operations in Leeds will cross-subsidise the other Zones within a Round. We are naturally concerned that this element of cross subsidy may be detrimental to the passenger offer in Leeds and the opportunities to develop the Network."***

Leeds City Council

Leeds City Council welcomed clarification on the timetable for the adoption of electric buses and questioned the involvement of smaller operators in fleet and depot ownership. It also highlighted concerns about depot location and budgetary increases raised by auditors.

Noting the allocation of risk and responsibilities between the Combined Authority and operators, it emphasised the need for a staged procurement approach and expressed interest in strategies if no operators bid.

Leeds City Council welcomed measures to support small and medium-sized operators and sought clarity on its continued use of its own buses and operation from Combined Authority depots. It also emphasised the importance of ensuring fair wages for drivers and others.

Leeds City Council reiterated concerns about achieving the success factors but acknowledged the Combined Authority's role in addressing them.

### Financial Case (Section 9.2.1)

Leeds City Council conveyed its readiness to consider methods which would enhance support for bus services and contribute to improving the bus network in Leeds. It specifically highlighted its willingness to investigate how local revenue contributions could be geographically allocated and reinvested to benefit bus services across the five districts of West Yorkshire.

Additionally, Leeds City Council acknowledged the significant challenge associated with procuring assets for the Proposed Franchising Scheme. Despite expressing confidence in the affordability and reduced risk of the Scheme, it raised ongoing concerns regarding potential costs, particularly if there were unanticipated declines in passenger numbers.



Furthermore, while generally comfortable with the level of risk the Combined Authority was taking on, Leeds City Council sought more clarity on certain aspects. Specifically, it requested clarification on how services would be maintained if patronage declined beyond projections and how exceptional events like a future pandemic would be managed, particularly in financially challenging times.

### Management Case (Section 10.2.1)

Leeds City Council expressed confidence in the management approach proposed by the Combined Authority. It emphasised the potential role of districts in contributing local intelligence and skills to the management process. However, it sought clarification on how management would address the needs of all districts and potential challenges with communication.

***"We have Confidence in the CA approach to management.***

***We would note that districts could have an invaluable role to play, as we have the local intelligence and skills to play a role in the management."***

Leeds City Council

Regarding Key Route Network powers for Mayoral Combined Authorities proposed by the Department for Transport (DfT) in November 2022, Leeds City Council noted that as of November 2023, these powers had not been legislated for, and it awaited clarity on timelines. It highlighted the importance of engagement to understand how The Combined Authorities planned to utilise these powers to support bus network improvements.

While expressing support for the outlined transition plan, Leeds City Council emphasised the need for more clarity and detail on the transition process, anticipating its challenges.

Regarding the Management Case, Leeds City Council noted similarities between the EP+ and the Reference Case. While recognising the potential improvements EP+ could bring, it emphasised the importance of autonomy over the network.

Overall, Leeds City Council expressed confidence in the proposed management structure but called for clarification on specific aspects, such as the proposed structure for each zone and the involvement of districts. It highlighted the valuable role districts could play in utilising local knowledge to shape franchising to meet public needs.

### Overall views towards the Scheme and changes (Section 4)

Leeds City Council supported the introduction of the Proposed Franchising Scheme and concurred that it aligns with the strategic objectives of the Combined Authority as outlined in the consultation. It emphasised its positive impact on the three pillars of the Leeds City Centre Best City Ambition:

1. Health and wellbeing: The development of Bus Reform is expected to enhance bus services, contribute to a sustainable public transport offer and complement Mass Transit. An improved bus service is seen as promoting healthy, physically active lifestyles and fostering a sense of safety when using transport infrastructure.
2. Inclusive Growth: An attractive and responsive bus service is anticipated to boost productivity, support businesses in the region, and facilitate economic



growth. It is viewed as crucial for enabling people to access jobs and education reliably, efficiently, and affordably, thereby increasing job and training opportunities. The Inclusive Growth Strategy acknowledges the role of transport in fostering inclusive growth by investing in places and transport infrastructure to create a sustainable economy and greener future, reducing reliance on cars and bringing opportunities closer to communities.

3. Zero Carbon: Bus Reform's emphasis on a zero emission bus service and an enhanced offer aims to encourage modal shift away from less environmentally friendly modes of transportation. This initiative is seen as directly addressing the objective of tackling the climate emergency by promoting economic growth while reducing emissions and improving the environment.

Leeds City Council highlighted several issues specific to Leeds that it felt were not adequately covered in the West Yorkshire-wide assessment. It proposed that the Combined Authority explore these issues further to enhance the public transport offer in Leeds:

- It advocated for a comprehensive review of the bus network in Leeds, similar to the successful network re-design in Dublin, to optimise resource allocation and improve connectivity, particularly to hospitals, health services, and employment centres;
- Additionally, it emphasised the need for extra orbital services, improved evening, night, and Sunday bus services, and the establishment of a night bus network along major corridors. To make bus services more attractive, it suggested measures to reduce journey times and dwell times at bus stops, including the introduction of double door buses and a transition to a fully contactless ticketing system;
- Leeds City Council stressed the importance of tailoring bus services to the specific needs of each district, particularly in densely urban areas like Leeds. It advocated for inclusive ticketing options, such as a 'hopper' fare and commuter tickets and emphasised the need for multi-modal ticketing products; and
- It also emphasised the importance of Park and Ride services specific to Leeds within the broader context of franchising in West Yorkshire, highlighting its potential to support mode shift.

#### [EQIA \(Section 14.2.1\)](#)

Leeds City Council acknowledged the thorough research conducted in its Equality, Diversity, Cohesion and Integration (EDCI) screening. However, it noted that the structure of the form could be confusing and made it difficult to assess the combined impacts on specific characteristics or overall equality of service.

It highlighted the importance of considering the needs of older women, who are more likely to rely on bus services, especially after the loss of a spouse, yet it felt that the assessment primarily focused on older men. Additionally, it pointed out that lower-income households, which often include women, children, young and older people, ethnically diverse individuals, and disabled people, face challenges with non-car ownership and accessibility issues related to bus design and routing.





Regarding accessibility, it noted concerns about wheelchair space availability and audible announcements, suggesting that improvements could be made under a franchising system. It emphasised the need for more detailed information on how accessibility would be enhanced, as the assessment lacked specificity on this issue. Overall, it suggested that the assessment could better highlight the cumulative impacts of improvements, particularly in areas such as bus services after dark, on multiple characteristics.

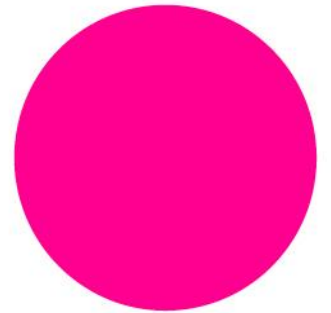
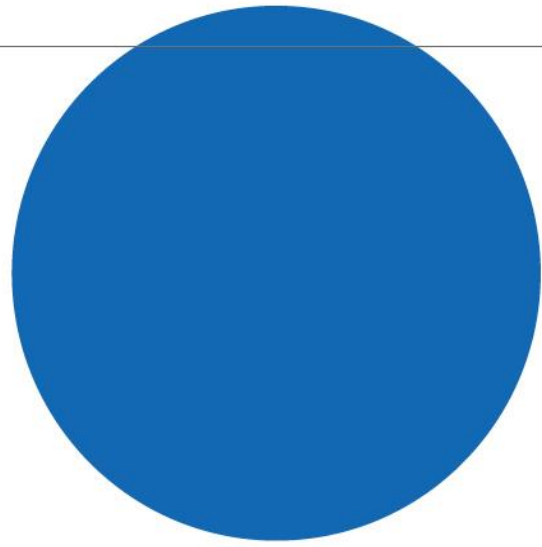
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# Bus Reform Consultation Appendix D

March 2024

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# List of stakeholder participants

The following is a list of stakeholder organisations who responded to the consultation within the advertised consultation period. Any organisation that took part in the consultation using the online or paper form was able to select the category they belonged to. Stakeholder organisations that responded by email were allocated to categories by DJS Research and confirmed by the Combined Authority. Please note that the categorisation of stakeholder organisations has been undertaken to demonstrate the breadth of the response; the categorisation is not definitive and has no bearing on the way in which the responses were dealt with.

## STATUTORY CONSULTEES

### Bus operators

- Arriva Yorkshire Response
- Connexionsbuses
- Dales and Bowland Community Interest Company
- First West Yorkshire Limited
- Globe Travel and Station Coaches (Howard Robinson)
- J&B TRAVEL LTD.
- Ross Travel
- South Pennine Community Transport (sent two responses)
- Squarepeg Buses Ltd.
- Stagecoach
- TLC Travel Ltd.
- Transdev Blazefield Ltd.

### Local government (West Yorkshire District Councils)

- Bradford Council (CBMDC)
- Calderdale Council
- Kirklees Council
- Leeds City Council

### Local governments (Neighbouring transport authorities)

- Lancashire County Council
- North Yorkshire Council
- South Yorkshire Mayoral Combined Authority

### Bus passenger representatives and user groups

- Bus Users UK
- Campaign for Better Transport
- Friends of Dales Bus
- Action for Yorkshire Transport
- Better Buses for West Yorkshire
- Transport Focus

### Employee representatives

- TUC North East Yorkshire and Humber
- TUC Yorkshire & Humber CLIC



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- Unite the Union
  - Wakefield and District Trades Union Council
  - West Yorkshire County association of trades union councils

### **Other**

- Competitions and Markets Authority (CMA)
- Confederation Of Passenger Transport
- Peak District National Park Authority

### **Late responses** (responded following the advertised consultation period)

- Transport for Greater Manchester
- Wakefield Council
- West Yorkshire Police
- The Traffic Commissioner

## **NON-STATUTORY CONSULTEES**

### **Bus operators**

- Selwyns travel
- The Go-Ahead Group Ltd
- Transport UK

### **Town and Parish Councils in West Yorkshire**

- Baildon Town Council
- Bramhope & Carlton Parish Council
- Ilkley Town Council
- Otley Town Council
- Shipley Town Council
- Stainland & District Parish Council
- Wilsden Parish Council

### **Elected Representative**

- Councillor for Calderdale Metropolitan Borough Council
- Leeds Conservative Group
- Calderdale Council Conservative Group
- Councillor for Leeds City Council, Guiseley and Rawdon ward

### **Academic**

- Elliott Hudson College
- Leeds College of Building
- Leeds University Union - Student Executive
- UoL Sustainability Service

### **Charity/Voluntary sector**

- Crossgates and District Good Neighbours Scheme
- Leeds Civic Trust
- Leeds Older People's Forum
- Pontefract Civic Society

### **Environment, Heritage, Amenity or Community Groups**

- Aireborough Civic Society



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- Just Transition Wakefield
  - Upper Calder Valley Sustainable Transport Group

### **Health organisations**

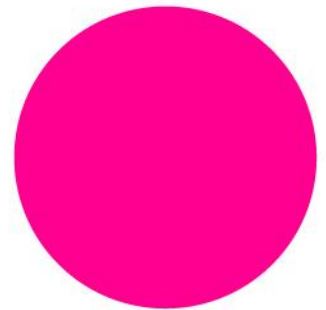
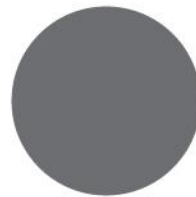
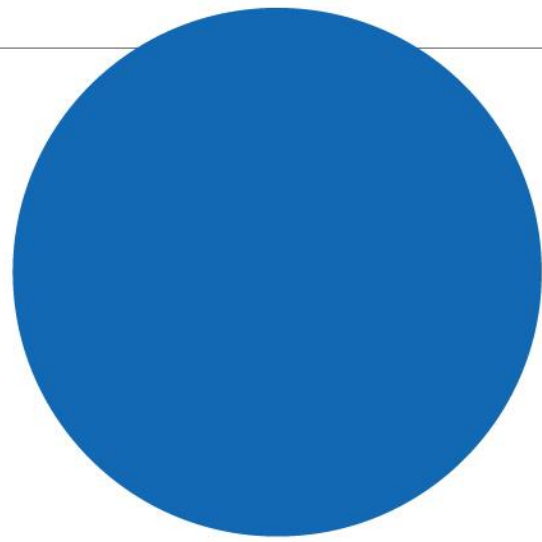
- LLA Cultural & Social Outings project
- Turning-Point

### **Other**

- Adarak Ltd
- Bradford-Shipley Travel Alliance
- Bruntwood
- Glenn Craven Ltd T/A Greens Photo Centre
- Hank Buses
- Inglestone Associates
- Leeds Bradford Airport
- West Yorkshire Ticketing Company Limited

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# For more information



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