



West
Yorkshire
Combined
Authority

Tracy
Brabin
Mayor of
West Yorkshire

TRANSPORT COMMITTEE

MEETING TO BE HELD AT 11.00 AM ON MONDAY 29 JANUARY 2024
IN COMMITTEE ROOM 1, 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 16 NOVEMBER 2023**
Copy attached.
(Pages 1 - 10)
5. **RAIL STRATEGY UPDATE**
Lead Director: Simon Warburton; Lead Author: Rebecca Cheung
(Pages 11 - 16)
6. **PASSENGER EXPERIENCE UPDATE - BUS AND RAIL**
Lead Director/Lead Author: Dave Haskins
(Pages 17 - 44)
7. **BUS SERVICE IMPROVEMENT PLAN (BSIP) UPDATE**
Lead Director: Melanie Corcoran; Lead Author: Helen Ellerton
(Pages 45 - 74)
8. **LOCAL TRANSPORT PLAN (LTP) UPDATE**
Lead Director: Simon Warburton; Lead Author: Liz Bennett
(Pages 75 - 80)

Signed:

A handwritten signature in blue ink, appearing to read 'T Brabin', with a horizontal line underneath.

Chief Executive
West Yorkshire Combined Authority

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**MINUTES OF THE MEETING OF THE
TRANSPORT COMMITTEE
HELD ON THURSDAY 16 NOVEMBER 2023 AT
COMMITTEE ROOM 1, WELLINGTON HOUSE, LEEDS, LS1 2DE**

Present:

Cllr Susan Hinchcliffe (Chair)	Bradford Council
Councillor Peter Carlill (Deputy Chair)	Leeds City Council
Councillor Eric Firth (Deputy Chair)	Kirklees Council
Councillor Peter Clarke	Bradford Council
Councillor Mohsin Hussain	Bradford Council
Councillor Alex Ross-Shaw	Bradford Council
Councillor Liz Rowe	Bradford Council
Councillor Peter Caffrey	Calderdale Council
Councillor Colin Hutchinson	Calderdale Council
Councillor Scott Patient	Calderdale Council
Councillor Matthew McLoughlin	Kirklees Council
Councillor Neil Buckley	Leeds City Council
Councillor Oliver Edwards	Leeds City Council
Councillor Abdul Hannan	Leeds City Council
Councillor Annie Maloney	Leeds City Council
Councillor Armaan Khan	Wakefield Council
Councillor Matthew Morley	Wakefield Council
Councillor Jakob Williamson	Wakefield Council
Councillor Peter Kilbane	City of York Council

In attendance:

Simon Warburton	West Yorkshire Combined Authority
Melanie Corcoran	West Yorkshire Combined Authority
Dave Haskins	West Yorkshire Combined Authority
Mick Bunting	West Yorkshire Combined Authority
Helen Ellerton	West Yorkshire Combined Authority
Simon Linley	West Yorkshire Combined Authority
Melissa Liburd	West Yorkshire Combined Authority
Thomas Stratford	West Yorkshire Combined Authority
Royston Colley	West Yorkshire Combined Authority
Ian Parr	West Yorkshire Combined Authority

19. APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillor Helen Hayden (Leeds City Council).

20. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS

There were no declarations of pecuniary interests made at the meeting.

RESOLVED:

21. EXEMPT INFORMATION – POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC

The Chair observed that there were two exempt items on the agenda. These related to appendices 1 and 2 of Item 6 and were identified by officers as containing exempt information in relation to Schedule 12A of the Local Government Act 1972. It was considered that the public interest in maintaining the exemption outweighed the public interest in disclosing the information, for the reasons outlined in the submitted report.

The Chair reminded members that should anyone wished to discuss the content of the appendices, the meeting would be suspended with press and public asked to leave. Therefore, the Chair urged members to indicate in advance if they wished to discuss matters pertaining to the exempt items.

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 Item 6, appendices 1 and 2, on the grounds that it was 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. The resolution was based on the reasons set out in the report, determining that, in all the circumstances of the case, the public interest in maintaining the exemption outweighed the public interest in disclosing the information.

22. MINUTES OF THE MEETING OF THE TRANSPORT COMMITTEE HELD ON 19 SEPTEMBER 2023

RESOLVED: That the minutes of the meeting of the Transport Committee held on 19 September 2023 were approved and signed by the Chair.

23. PASSENGER EXPERIENCE - RAIL

The Committee considered a report which provided an update on West Yorkshire's public transport network and the Combined Authority's passenger-facing activities. The report addressed passenger network performance, rail service changes and enhancements, and an update on the rail ticket office closure consultation exercise.

Members were advised of the rail challenges, which included the rail strikes affecting punctuality, and increased cancellations, especially for Northern. It was noted that TPE's decision to implement a temporarily reduced timetable had improved performance and punctuality. Northern, however, had continued to be challenged with reduced staff resource due to sickness and vacancies. Since the last meeting, officers had written to Northern and Rail North about service cuts, particularly to the Penistone Line. It was noted that responses had been received, albeit unsatisfactory and non-committal. Officers acknowledged that the operator and the Rail North Partnership would continue to monitor the impacts of the changes. Concerns were raised about proposed service changes, including withdrawals and shortening of trains. Additionally, the report discussed passenger network enhancements, such as promotions and accessibility improvements. In terms of passenger network enhancements, members noted that rail operators had taken advantage of low footfall and recent strike days to clean rail stations which would normally be difficult to clean. TPE had also installed tactile maps at Dewsbury, Huddersfield and Manchester airport stations to aid the visually impaired, which had been approved by The Royal National Institute of Blind People.

It was reported that the rail ticket office closure consultation had faced substantial objections, leading to Transport Focus rejecting all proposals. It had been previously noted by the Committee that implementation of the closures would significantly impact on the travelling public, particularly those with disabilities and mobility issues. The Department for Transport (DfT) had made the decision to withdraw the proposals and, as a result, legal challenges were no longer being pursued by the Regional Mayors. Members very much welcomed this decision and the Chair gave thanks to all who had taken part in the consultation. However, members sought reassurance that funding would not be reduced in other service areas in order to facilitate this decision and officers agreed to monitor this. Members also sought further clarification on whether staff levels would continue to be maintained or reduced and whether access to facilities, such as opening hours of toilets, would be impacted. It was agreed that a letter would be sent to Rail North Partnership welcoming the news and seeking clarification to these concerns. Officers confirmed that an update would be provided to a future meeting of the committee.

Members agreed that bus and rail operators be invited to the January meeting of the Committee to further discuss transport issues in the region.

RESOLVED:

- (i) That members noted the updates provided in the submitted report.
- (ii) That a letter be sent to Rail North Partnership seeking further clarification on how staffing levels and the provision of public facilities would continue following the decision to withdraw proposals to close rail ticket offices.

- (iii) That rail and bus operators be invited to attend the 29 January 2024 meeting of the Transport Committee to further discuss transport issues in West Yorkshire.

24. TRANSPORT POLICY UPDATE

The Committee considered an update report on transport policy developments.

Officers introduced the report, detailing the submission to Active Travel England for the Active Travel Fund 4 Extension (ATF4E), with an indicative allocation based on unfunded schemes. It was noted that a design review meeting with ATE had been held on 23 October 2023, which had influenced scheme development. Members noted that the bid was due for submission to ATE on 27 November 2023. They sought clarity on whether there would be an Active Travel Fund 5 (ATF5) and if there would be opportunities to obtain further funding allocations to assist identification and implementation of beneficial schemes. It was agreed that officers would write to the National Active Travel Commissioner, Chris Boardman MBE, to obtain further information.

The ZEBRA 2 scheme offered £129 million for zero-emission buses in the financial years 2023/24 and 2024/25 with a submission deadline set for 15 December 2023. This project was currently in delivery and was a significant priority for West Yorkshire in addressing both the carbon and air quality emissions of traffic in our key centres. Members noted that Appendix 2 of the submitted report provided details of the schemes under consideration.

"Network North" plans were outlined, reallocating £36 billion from reduced HS2 spending to various initiatives, including rail, mass transit, and road projects in West Yorkshire. The Combined Authority planned to engage with government officials in order to advance these proposals. Additionally, it was reported that over the next few months the Combined Authority would work closely with our local authority partners to further understand the potential impacts of the Plan for Drivers, alongside evaluating the potential impacts on our BSIP, emerging Vision Zero, Active Travel Strategies, Local Transport Plan and the West Yorkshire Plan.

The Committee was reminded that West Yorkshire had implemented the Bus Service Improvement Plan (BSIP) in 2022. In October 2023, the Department for Transport (DfT) had allocated £13.3 million of the £150 million nationally announced for BSIP for 2024/25. This was the first of the next five years funding for BSIP. As part of BSIP, the 'Mayor's Fares' launched in September 2022 and a subsequent National £2 fare scheme aimed at affordability was successfully initiated, providing savings for passengers. Up to April 2023, Mayor's Fares had facilitated 28.9 million journeys, saving passengers £11 million. Officers were currently reviewing the impact of additional funds to

inform discussions with ministers on sustaining the West Yorkshire offer. Although members noted that the National £2 fare scheme had been extended to December 2024, comment was made that this needed to be achieved without compromising other funding streams.

RESOLVED:

- (i) That the updates provided in the submitted report be noted.
- (ii) That approval of the final Active Travel England bid submission be delegated to the Chair and Deputy Chairs of the Transport Committee.
- (iii) That the Chair and Deputy Chairs of the Transport Committee be consulted ahead of the final ZEBRA 2 funding bid submission.
- (iv) That the National Active Travel Commissioner be approached to ascertain plans for an Active Travel Fund 5 (ATF5) and to determine further associated funding opportunities.

25. THE WEST YORKSHIRE LOCAL TRANSPORT PLAN

The Committee considered an update report on the West Yorkshire Local Transport Plan's revised program, which included co-development with district partners and an engagement and consultation approach.

Officers introduced the report, which highlighted the importance of Local Transport Plans (LTPs) as a statutory plan for transport, with the current West Yorkshire Transport Strategy 2040 in place since August 2017. The Department for Transport's (DfT) guidance on LTPs, last updated in 2009, emphasised flexibility and local strategies. In February 2023, the Transport Committee approved the development of a new West Yorkshire Local Transport Plan, which aimed to create a well-connected West Yorkshire, focusing on sustainability, accessibility and healthy transport choices. This plan set out the 'forward agenda' and programme basis, which had been revised to include mass transit, bus reform, City Region Sustainable Transport Settlements (CRSTS), implications of the Integrated Rail Plan, Active Travel and the West Yorkshire Plan.

The LTP had been co-developed with district partners, with an aim for adoption by 2025. It was noted that legal advice had been received on LTP development and that West Yorkshire Leaders had played a crucial role in the co-development process. Comment was made on the importance to ensure that the Plan was comprehensive in order to represent economic, social, environmental priorities across all parts of West Yorkshire.

Discussions ensued regarding the recent decision by the Mayor to return £51m of unspent transport levy contributions to the five West Yorkshire district councils. Although it was recognised that the refund would support the local authorities at a time of extreme financial pressure, comment was made that the purpose of the funding was to facilitate transport programmes. The Chair confirmed that despite the funding being returned, the Combined Authority would continue to implement its comprehensive delivery programme of £600m worth of transport developments/schemes. Officers explained the specific nature of the funding involved. It was reported that local authorities had, as part of overall capital investment arrangements in West Yorkshire, established a specific capital reserve. However, this reserve was definitely set aside for spending on capital items and, therefore, that was not available to the Combined Authority to use against revenue items. It was on this basis that the discussion took place with the West Yorkshire local authorities and, on the advice of all the West Yorkshire Chief Finance Officers, the funding contributions returned.

RESOLVED:

- (i) That the report be noted.
- (ii) That the development of a revised Local Transport Plan programme be approved.
- (iii) That the principle of co-development of the Local Transport Plan with the district partners led by the Combined Authority be endorsed.
- (iv) That an update on the progress of the West Yorkshire Local Transport Plan be provided to the Transport Committee in Spring 2024.

26. PROJECT APPROVALS

The Committee considered a report on proposals for the progression and funding of projects under Investment Priority 5 within the West Yorkshire Investment Strategy.

Delegated decision-making authority, granted by the Combined Authority on 23 June 2022, empowered the Transport Committee to review projects at stages 1, 2, and 3 of the assurance process. Officers introduced the report, and the Transport Committee, exercising its delegated authority, approved the progression of the A64 Bus Walking and Cycling Corridor Improvements, endorsing an indicative contribution of £4,980,000. Development costs of £561,000 were sanctioned, bringing the total approval to £1,956,400. An addendum to the Funding Agreement with Leeds City Council for up to £1,956,400 was authorised.

The Elland Rail Station and Access Package's change request was approved, including additional development costs and an extension of the completion date to September 2026. Members welcomed the linking of development and access, which this project facilitated.

The A629 Phase 1B scheme's change request to increase the Combined Authority contribution by £6,000,000 and extend the delivery timescale to July 2024 was also approved, with conditions for the release of additional funding to support delivery and risk costs. Future approvals were contingent on adherence to the outlined assurance pathway and approval route. Members welcomed the improvements to an extremely congested traffic corridor.

A64 Bus, Walking and Cycling Corridor Improvements

RESOLVED:

The Transport Committee approved that:

- (i) The A64 Bus Walking and Cycling Corridor Improvements (Phase 1+) scheme proceed through to decision point 3 (outline business case) and work to commence on activity 4 (full business case).
- (ii) An indicative approval to the Combined Authority's contribution of £4,980,000. The total scheme value was £5,020,000.
- (iii) Development costs of £561,000 approved in order to progress the scheme to decision point 4 (full business case) taking the total scheme approval to £1,956,400.
- (iv) The Combined Authority enter into an addendum to the existing Funding Agreement with Leeds City Council for expenditure of up to £1,956,400.
- (v) Future approvals be made in accordance with the assurance pathway and approval route outlined in the PAT report. This would be subject to the scheme remaining within the tolerances outlined in the PAT report.

Elland Rail Station and Access Package

RESOLVED:

That the Transport Committee, subject to the conditions set by the Programme Appraisal Team, approved that:

- (i) The change request to the Elland Rail Station and Access Package schemes to increase the development funding allocation and extend the completion date be approved.



- The drawdown of further development costs of £2,570,000 for the Elland Rail Station scheme be approved in order to progress the scheme to decision point 4 (full business case) taking the total development costs approved for this scheme to £5,504,000.
 - The drawdown of further development costs of £759,554 for the Access Package scheme be approved in order to progress the scheme to decision point 4 (full business case) taking the total TCF development costs approved for this scheme to £1,689,554.
 - The completion date of the Elland Rail Station and Elland Station Access Package be extended from September 2025 to September 2026.
- (ii) The Combined Authority enter into an addendum to the existing Funding Agreement with the Borough Council of Calderdale for expenditure of up to £1,689,554 from the Transforming Cities Fund.
- (iii) Future approvals be made in accordance with the assurance pathway and approval route outlined in the PAT report. This would be subject to the scheme remaining within the tolerances outlined in the PAT report.

A629 Phase 1B

RESOLVED:

The Transport Committee approved that:

- (i) The change request for the A629 Phase 1B scheme increased the Combined Authority contribution by £6,000,000 to £42,619,000 and extended the delivery timescale to July 2024.
- (ii) The release of the £6,000,000 additional funding as follows:
- £4,200,000 to support additional delivery costs released as part of this change request.
 - £1,800,000 to support risk costs released on the condition the scheme promoter notified the Combined Authority of the occurrence of a risk event. The approval to release the funding be delegated to the Director of Transport and Delivery.



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- (iii) The Combined Authority enter into an addendum to the existing Funding Agreement with Calderdale Council for expenditure of up to £42,619,000.
- (iv) Future approvals be made in accordance with the assurance pathway and approval route outlined in the PAT report. This was subject to the scheme remaining within the tolerances outlined in the PAT report.

27. IAN PARR

Members of the committee gave thanks to Ian Parr, Committee Services Officer, for his hard work and commitment in supporting the committee for the past 2 years. It was noted that this meeting would be his last, as he was leaving the Combined Authority. Members wished him the very best in his new role outside of the Authority.

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Report to:	Transport Committee
Date:	29 January 2024
Subject:	Rail Strategy Update
Director:	Simon Warburton, Executive Director Transport
Author:	Rebecca Cheung, Rail Development Manager

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	
Are there implications for equality and diversity?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

1. Purpose of this Report

- 1.1 To update the Committee on the outcome of the public consultation of the emerging Rail Strategy.
- 1.2 To seek the Committee's endorsement of the revised Rail Strategy Executive Summary and Rail Strategy full document prior to submission to the Combined Authority on 14 March 2024 for approval.

2. Information

Background

- 2.1 The Combined Authority has a statutory duty to produce and keep under review a Local Transport Plan (LTP) on behalf of West Yorkshire. A new Local Transport plan for West Yorkshire is currently being produced, reflecting the significant development in local and wider city region transport policy that has followed since 2017. It will focus on where change is most needed to deliver the strategic ambition of the West Yorkshire Plan. One of the key actions for change outlined in the West Yorkshire Plan is to develop an integrated, affordable, sustainable, reliable and resilient transport system that connects

all parts of our region, so everyone can access the places they need to live fulfilled lives, boosting productivity, increasing innovation, and creating jobs.

- 2.2 The rail network plays an important part in the lives of the people and the businesses of West Yorkshire, connecting our towns and cities together and linking our region to the rest of the North. In 2021, the Combined Authority consulted on the draft Rail Vision as part of our Connectivity Infrastructure Plan engagement. The objectives set out in the Rail Vision were strongly supported by those who replied to the engagement survey, with around 80% of respondents saying they fully or partly support the Rail Vision. The Rail Vision put the rail network at the core of a fully integrated transport system of public transport, cycling and walking which is attractive and conveniently accessible to everyone.
- 2.3 Based on the feedback of the Rail Vision, we have developed our Rail Strategy. The purpose of the Rail Strategy is to provide a coherent, formally established, local rail policy:
- to support securing and prioritising funding.
 - to align policies, decision making and investment and link them to our region's economic objectives.
- 2.4 It will serve as a regional evidence base and policy position for local partners and industry stakeholders to use as a basis for making the case for investment in our rail network, as and when funding opportunities become available.
- 2.5 The Rail Strategy sets out the Combined Authority's priorities, the next steps and interventions required to deliver the Rail Vision for West Yorkshire up to 2050. It looks at how we can address the urgent issues impacting the railways, such as frequency, capacity and passenger experience. It also looks at our priorities for the development of the rail network, transforming national and regional rail connectivity and ensuring there is adequate capacity for increased freight on the railways. The Rail Strategy will form a key supplementary document that underpins the new Local Transport Plan (LTP4).
- 2.6 The Rail Strategy has identified 4 key priorities with an implementation plan supporting the delivery of these priorities. The priorities are:
- Delivery capacity for growth
 - Improving station facilities and train services
 - Decarbonisation
 - Increasing capacity for freight

Rail Strategy Public Consultation

- 2.7 Between 12 June 2023 to 3 September 2023, the Combined Authority carried out a period of statutory consultation to gather feedback on the emerging Rail Strategy.

Statutory consultees and other stakeholders with an interest in rail were asked to share their views on the updated document, which was hosted on a dedicated page on the [Your Voice digital engagement hub](#) and was promoted on a range of channels including social media, press releases, and emails to statutory and key stakeholders. The consultation was also open to the general public.

- 2.8 Overall, 174 responses were received, of which 46 were from organisations (15 statutory consultees and 31 non-statutory) and 128 from individuals.
- 2.9 All survey respondents were asked to indicate their level of support for the Rail Strategy. 91% of respondents said they fully or partly support the Rail Strategy and 63% of respondents indicated their full support. The Rail Strategy Consultation Outcome report is linked to this report at point 12.
- 2.10 The key themes of the consultation feedback are summarised as follows:
- Recognition of the importance of Rail for West Yorkshire and the importance of this Rail Strategy, and the poor nature of the existing rail offer in the region.
 - Strong support for more integration, particularly with buses as the other predominant form of public transport, but with all other modes including cycling and walking.
 - Importance of electrification within the region, in particular on a couple of already identified key corridors such as the Calder Valley Line.
 - A lot of support for the Rail Strategy’s focus on decarbonisation, the environment, and encouraging modal shift.
 - Suggestions of further methods of integration such as fare integration, a simplified fare structure, clockface scheduling, and further integration with proposed mass transit for the future.
 - Importance of improving stations, particularly around accessibility, passenger experience, and retaining physical ticket offices.
 - A strong focus on reopening old lines and support for a range of new or reopened stations.
 - A demand for schemes to start sooner and for more detail around delivery times.
 - A request for continued engagement with statutory and key stakeholders.

Next Steps

- 2.11 All written comments have been considered by the Combined Authority. Based on the feedback received, we have strengthened some of the wording in the Rail Strategy particularly around rolling stock and decarbonisation.
- 2.12 Following the public consultation, in October 2023 the government published the Network North proposals. While the Government’s 2021 Integrated Rail Plan and 2023 Network North made beneficial commitments to invest in the railway including Transpennine Route Upgrade, Leeds – Sheffield and Leeds – Hull electrification plus a new Bradford

station with a link to Huddersfield, these commitments are not enough to deliver the investment required to support our region's economy and our commitment to decarbonisation. Reflecting on the Network North announcement, amendments have been made to the wording of the Rail Strategy and we have set out our requirements beyond Network North. The Combined Authority is keen to progress the following key priorities of the region which are currently not included in the Network Rail or the Integrated Rail Plan:

- Development and agreement of a solution to resolve rail capacity at Leeds station which includes a new T-shaped station and land to remain safeguarded until a solution is agreed.
- Exploring options and next steps to improve connectivity between West / South Yorkshire and the East / West Midlands, now extending HS2 services to Leeds is no longer an option.
- Agreeing a way forward to progress a rolling programme of electrification including Calder Valley line and Harrogate Line electrification. Our rail strategy identifies electrifying the Calder Valley line as a key priority for the region and a logical next step build on the IRP electrification proposals between Leeds and Bradford Interchange and also to provide an electrified diversionary route to the TransPennine route.

2.13 Both the Executive Summary and the full Rail Strategy are linked to this report at point 12.

2.14 During the consultation, we received a large number of responses making suggestions and recommendations for potential changes to existing rail service patterns and/or potential new services on the existing network. These comments are extremely helpful, however, this level of detail and specificity cannot be covered within the Rail Strategy itself and, in some cases, there may be several potentially sound options to deliver the outcomes required. All of the specific suggestions received are greatly appreciated by the Combined Authority, have been read in detail and will be used to inform the potential concrete options for delivering our priorities for improved connectivity. It is notable that the proposals received are very much in line with the Rail Strategy's overall objectives in terms of frequency and connectivity. We also received helpful comments about integration and fares, these are crucial elements of an integrated transport system which will be covered in further work as part of the Local Transport Plan.

2.15 The Frequently Asked Questions will be updated to provide answers to feedback which cannot be fully addressed in the Rail Strategy document.

3. Tackling the Climate Emergency Implications

- 3.1 A reliable and robust local, regional and national rail network with appropriate investment will help to provide an attractive alternative for road transport which will help tackling climate emergency and protect our environment.

4. Inclusive Growth Implications

- 4.1 The principle of inclusive growth is central to the emerging Rail Strategy to ensure that there is a strong focus on local connectivity particularly in hard to reach and economically deprived areas where the rail offer is in need of modernisation.

5. Equality and Diversity Implications

- 5.1 Ensuring an effective, stable and affordable public transport network is key for equality and diversity. Equality and diversity are the key objectives for the Rail Strategy. An Equality Impact Assessment has also been completed for the emerging Rail Strategy.

6. Financial Implications

- 6.1 There are no financial implications directly arising from this report. The development and implementation of the rail priorities will require further financial commitment and the financial implications will be set out in subsequent reports at a later stage.

7. Legal Implications

- 7.1 There are no legal implications directly arising from this report.

8. Staffing Implications

- 8.1 The consultation will be dealt with by our existing staff in the Rail Policy Team.

9. External Consultees

- 9.1 District officers, members, rail industry and Transport for the North have been consulted during the development of the Rail Strategy. A public consultation has been completed for the emerging Rail Strategy.

10. Recommendations

- 10.1 That the Committee note the outcome of the Rail Strategy public consultation.
- 10.2 That the Committee endorse the revised Rail Strategy Executive Summary and Rail Strategy full document prior to submission to the Combined Authority on 14 March 2024 for adoption.

11. Background Documents

There are no background documents referenced in this report.

12. Appendices

Appendix 1 – [Rail Strategy Executive Summary](#)

Appendix 2 – [Rail Strategy Consultation Outcome Report Executive Summary](#)

Appendix 3 – [Rail Strategy Full Document](#)



Report to:	Transport Committee	
Date:	29 January 2024	
Subject:	Passenger Experience Update – Bus and Rail	
Director:	Dave Haskins – Interim Director, Passenger Experience & Assets	
Author:	Dave Haskins – Interim Director, Passenger Experience & Assets	
Is this a key decision?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		
Are there implications for equality and diversity?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

1. Purpose of this Report

1.1 To provide an update on the public transport network in West Yorkshire, including an update on the Combined Authority's passenger facing activity.

1.2 The report contains an overview of the following:

- Bus passenger trends
- Bus network service changes – recent and proposed
- Bus network performance/reliability
- Bus Real Time Information
- Bus: fares and pricing changes
- Bradford Interchange closure
- Passenger Satisfaction and attitudes
- Rail network passenger trends
- Rail network service changes – recent and proposed
- Rail network performance/reliability
- Passenger network enhancements

2. Information

Bus Network

Passenger Trends

- 2.1 Weekday bus use in December was higher than last year, at 87% of baseline (March 2020). This compares to 82% at the same point in the previous year. While use of under 26 / student tickets reduced from 74% to 71% of baseline compared to last year, all other passenger cohorts saw increased usage.
- 2.2 Including weekend data reveals overall bus use at 89% of baseline compared to 82% last year, with some recent weeks reaching 92% of baseline.
- 2.3 Passenger journeys at all three park and ride sites in November 2023 was 81% of the equivalent month in 2019. This includes the impact of Stourton Park and Ride opening.
- 2.4 In November 2023, weekday MetroLine call centre volumes were 87% of the equivalent month in 2019. Metro travel centre sales volumes in November 2023 were 4.6% lower than November 2022, however the number of enquiries was 13.8% higher.
- 2.5 Wider information relating to insights on transport network use and Metro-branded activity is presented in **Appendix 1**.

Service Changes

- 2.6 Bus operators have introduced a number of service changes across all districts in October and December which aimed to improve service punctuality and reliability.
- 2.7 Service 9, which links White Rose with Pudsey and Horsforth, was deregistered by Yorkshire Buses in December, and the Combined Authority have stepped in to retain a service. This is now operated by Squarepeg Buses under contract to the Combined Authority.
- 2.8 In Bradford, First has introduced additional resource to try to maintain service reliability which has been severely impacted by road works in the city centre. Alongside this, an emergency operating plan was introduced following the closure of Bradford Interchange on 5th January. A further update on this is provided below.
- 2.9 For full details of all bus service changes, please visit [Service changes | Metro \(wymetro.com\)](https://www.wymetro.com).

Network Performance / Reliability

- 2.10 Bus service performance is measured by reliability, which is the number of service journeys which actually operate, and punctuality, the percentage of

buses operating on time (i.e., no more than 1 minute early or 5 minutes late) at the start of the route and at timing points along the route.

- 2.11 The Bus Alliance collates figures on this from the three major bus companies in the region (First, Arriva and Transdev), the latest available quarterly figures West Yorkshire wide are:

Month	Reliability (%)	Punctuality (%) (from the first stop)	Punctuality (%) (stops along the way)
July 2023	97.72	90.86	82.52
August 2023	97.64	91.41	84.34
September 2023	96.50	88.60	79.43

- 2.12 The bus industry target is for 99.5% of registered bus service mileage to be operated (reliability) and 95% of buses to run no more than 1 minute early or 5 minutes late (punctuality). The above results show performance significantly less than the target over the full period. The results are currently aggregated over all operators at all times of the week and the passenger experience at busier times may be worse than this in some places.

Real Time Information

- 2.13 Real Time Passenger Information (RTPI) is provided on digital displays at approximately 2,500 bus stops and bus station stands across West Yorkshire. Generally, this provides a good reflection of service timetables combined with predicted arrival times based on live vehicle tracking.
- 2.14 However, where a bus journey that is not running is nevertheless reported as running by an RTPI system, it can be considered a ‘ghost bus’. The customer sees an impending bus arrival on the bus stop display or online, but the bus does not arrive, and the predicted bus arrival disappears from the screen. The customer then either continues to wait for a bus or makes alternative travel arrangements. As this is a bad outcome for all involved, work with bus operators is ongoing to improve the systems and practices to reduce the number of ghost buses occurring.
- 2.15 With the currently available data sources and IT systems in the UK, and despite the Combined Authority having a leading RTPI system, it is not possible to identify the bus journeys that have been cancelled before or after the journey has started. This makes it difficult to understand the full scale of the problem or attribute particular causes. However, we are aware that the primary cause of ghost buses is where bus operators have not recorded in a timely manner which buses have been cancelled, using a back-office system linked to the Combined Authority’s RTPI system. Although the recorded cancellation rate has gone up, it is not as high as it needs to be.
- 2.16 To address these challenges, commencing in January 2023, the Combined Authority convened a Ghost Bus Working Group with operator representation from Arriva, First and Transdev. The Working Group’s fourth meeting took

place in November 2023 and the group will continue to meet as required. One recent positive outcome is that a systems issue was identified, investigated and resolved by the group, enabling bus cancellation data to be fed through to the Combined Authority more consistently. Another improvement is that the three large operators' electronic ticket machines on buses are being upgraded to 4G, which should improve vehicle tracking particularly in rural areas.

- 2.17 From 1 January 2024, bus occupancy data will no longer be reported on real time displays. Introduced in November 2020, occupancy data was a very useful feature for customers to have during the height of the Covid pandemic. The customer could see 'low', 'medium' or 'high' occupancy on the display and use that information to decide which bus to take. This was very successfully implemented and achieved, facilitating social distancing and inhibiting the spread of the virus. It was implemented across approximately 2,500 bus stops with real time displays, out of approximately 13,000 total bus stops in West Yorkshire. Three years later, the West Yorkshire Bus Alliance decided that the purpose had been achieved and was no longer relevant within the current bus environment. However, the feature can easily be turned back on if and when a public health situation warrants doing so.

Bus: Fares and Pricing Updates

- 2.18 The Mayor's Fares £2 fare cap remains in place. A number of wider MCard Price Changes have been approved by the West Yorkshire Ticketing Company Board meeting (17 January 2024) which will commence 3 March 2024 in line with the date for rail price increases.
- 2.19 U19 Fares have been frozen since the implementation of the Young Person's fare deal in 2021, the increase has been brought in across all U19 Products.
- 2.20 19-25 tickets have been increased and are now 80% of the cost of Adult Tickets.
- 2.21 The Adult WY DaySaver has been increased to £5 as part of the changes and helps with the longevity of funding for Mayor's Fares. Discounts have been reintroduced on Carnet DaySavers, along with modest increases on the Week and Month Tickets and a reduction in the Annual Countywide Bus.
- 2.22 Bus and rail products have been increased in line with the guidance from the Department for Transport (4.9%). There is a longer-term view to review these products and their suitability for the target market.
- 2.23 For the past ten years, Payzone, a network of nearly 400 outlets across West Yorkshire based in corner shops and similar retail establishments, has served as a retail channel for MCard products. Due to rising administrative costs (tripling of the previous fee levels) and declining sales (approx. 95% decline since 2017-18), the West Yorkshire Ticketing Company Limited (WYTCL) decided to end its contract with Payzone for the retailing of MCard products on 31 December 2023. This was subject to an Equality Impact Assessment. Just 3.1% of MCard off-bus sales in 2022-23 were via Payzone (equating to 58,190

transactions), and this halved again by November 2023. As 88% of Payzone sales in the last two financial years have been for Under 19 products, WYTCL initiated a mitigation of offering MyWeek sales on bus. This was implemented across operators on 3 September 2023.

- 2.24 The WYTCL Board also decided (15 November 2023) to end sales of the Weekender ticket after 31 December 2023, due to very low sales and low customer value. The Weekender was priced at £8.50 and is valid from Friday evenings at 6 pm through Sunday. With the DaySaver priced at £4.50, the Weekender only really held much value for those travelling on all three days and crucially who knew for certain in advance that they would be doing so. (Two DaySavers at a total of £9.00 was just 50p more expensive than a Weekender.)

Bradford Interchange – Temporary Closure of Bus Station

- 2.25 On Friday 5 January 2024 the Combined Authority took the precautionary measure to close Bradford Interchange Bus Station to safeguard public safety, following a degree of concrete fall into the basement of the facility. At the time of report publication, this remains the case. The Chair of the Committee has requested the Executive Director of Transport to bring an urgent item to the meeting, which will provide the most up-to-date information on the position at the time of the meeting.
- 2.26 As the organisation responsible for the management and maintenance of the bus station, WYCA chief officers took the decision to close Bradford Interchange bus station last week after some damage was discovered. We have taken this precautionary measure because public safety is our top priority. Contractors have begun work onsite to establish the extent of the damage and what remedial works are required before it can be safely reopened. It is anticipated that these surveys could take several weeks to complete and the bus station will remain closed throughout this period. A temporary bus station solution has been established to limit disruption for passengers, operators and the city centre during this time. These arrangements will develop to ensure that current highways work in the city centre can progress, traffic congestion minimised and all preparations can continue for the 2025 City of Culture programme. Bradford Council is supporting us with this to help minimise disruption to transformation work that is happening in the city centre.
- 2.27 Train services remain unaffected by the closure of the bus station.

Passenger Satisfaction and Attitudes

Transport Focus Rail User Survey

- 2.28 The Rail User Survey asks around 250 representative passengers in Great Britain, every other weekend, about experiences of rail travel and how

satisfied they were with their most recent train journey. The most recent survey results¹ cover up to 17th December 2023 and show that nationally:

- 17% had used rail in the last seven days, with demographics showing younger people and males being the most common users. London had much higher recent rail usage than the rest of England.
- The top three purposes for rail journeys were commuting (33%), leisure (28%) and friends/family (22%). The proportion of commuting journeys has increased over recent months though remains below a peak of 41% in October 2023.
- 82% were satisfied with their rail journey, down from a peak of 90% in October 2023. Analysis of key satisfaction drivers consider that punctuality/reliability, crowding, frequency and station satisfaction performance may be driving this trend.
- Demographics show leisure users, women and older travellers had greater levels of satisfaction. The gap between leisure and commuter satisfaction widened throughout 2023.

Department for Transport: Transport Statistics Great Britain (TSGB)

2.29 In December 2023 TSGB published their national 2022 update² as follows for domestic travel:

- people travelled a total of 740 billion passenger kilometres, 15% higher than 2021
- 86% of all passenger kilometres travelled used cars, vans and taxis
- the average person, in England, completed 862 trips across both private and public modes of transport, 14% higher than 2021 levels, of which the majority of trips in England were completed using private modes of transport. Buses were the most commonly used public transport mode in both England and Great Britain
- the most common reason for travel was leisure
- the average commuting time in England was 28 minutes, similar to 2021 levels; which ranged from 15 minutes for walking to 63 minutes by rail.

2.30 In summary, public transport is used for a minority of all distance travelled. Most journeys are for reasons unrelated to employment.

¹ [Rail User Survey – edition 22 - Transport Focus](#)

² [Transport Statistics Great Britain: 2022 Summary - GOV.UK \(www.gov.uk\)](#)

Department for Transport: Cycling Traffic Index, England

- 2.31 In the year ending September 2023 (published December 2023³), the latest provisional data shows that:
- cycling traffic levels have decreased by 5.0% since the previous year. In contrast, provisional road traffic estimates have shown that motor traffic levels have increased by 2.3% over the same period
 - cycling traffic levels have increased by 15.1% since December 2013
 - cycling traffic peaked in March 2021 during the coronavirus (COVID-19) pandemic, up 62.7% against December 2013
 - cycling traffic levels have been decreasing since the March 2021 peak, falling by 29.3% by September 2023 but remaining 2.2% above pre-pandemic levels (September 2019). In comparison, motor traffic levels have decreased by 2.7% between September 2019 and September 2023.

Department for Transport: National Bus Strategy: Capacity and Capability

- 2.32 The DfT recently published a research paper⁴ exploring the Capacity and Capability factors affecting local authority delivery of bus services. The report found dwindling internal qualified resource and complex stakeholder relationships could impact the successful delivery of bus services.

Rail Network

Passenger Trends

- 2.33 In previous reports we have reported rail patronage against pre-pandemic levels. Northern and TransPennine Express (but not LNER) have altered the way they are monitoring demand as travel patterns begin to settle to a new 'normal'. The changes in demand are now compared to the same period the year before and for the purpose of this report have been averaged to provide an estimated figure to remove peaks and troughs due to potential incidents in the week/month of reporting.
- 2.34 Northern reports rail patronage at approximately 108% compared to November last year. Leisure remains an important market but has evened out more in the winter months. Commuting levels remain reasonably stable, and this is a market Northern are targeting with several marketing initiatives.
- 2.35 TransPennine Express (TPE) reports demand at around 133% compared to November last year, although it is worth noting that cancellations in the same

³ [Cycling traffic index, England - GOV.UK \(www.gov.uk\)](https://www.gov.uk)

⁴ [Bus services: local transport authority capacity and capability - GOV.UK \(www.gov.uk\)](https://www.gov.uk)

period last year were exceptionally high, and it is believed that, accordingly, demand at this time last year was very low.

- 2.36 LNER indicates demand is currently at 110% of pre-pandemic levels. This is an increase from the previous report to this meeting. The Leeds to London services continues to represent the most popular flow. In addition, they have confirmed that in the quarter July – September the increase in demand has been almost 5% year on year.
- 2.37 Average weekday footfall at Leeds railway station reached 79% of pre-pandemic levels in the week before Christmas (w/c 18 December). The following week saw railway station footfall fall back to 62% due to the festive period. Average weekend footfall at Leeds railway station was at 70% during the weekend immediately before Christmas (23 - 24 December).
- 2.38 Strikes continue to impact demand significantly during the week of the strike but recovering in the week following.
- 2.39 The Office of Rail and Road (ORR) has recently published figures for rail usage for the July – September 2023 quarter. These show, nationally, a 14% year-on-year increase – though this has been somewhat skewed by the success of the Crossrail (Elizabeth Line) full opening in London. Revenue has also gone up (in real terms) by 10% nationally.
- 2.40 Within this, TPE saw strong ridership growth (15% year-on-year) over this quarter – again likely reflecting better service delivery, with Northern’s growth much slower (but from a higher base as compared to pre-Covid travel). As TPE services recovered, the number of train-km actually run increased by over a third during the relevant quarter. CrossCountry and Grand Central have also made good progress. While there has been some growth in use of season tickets, unsurprisingly this remains far below pre-Covid levels as people are less likely to commute every day. Average journey lengths on Northern (and to an extent TransPennine) have become longer as travellers switch to leisure travel from short commutes – this is generally good for revenue.

Rail Network Service Changes

- 2.41 The new winter rail timetable commenced on 10 December 2023. At the time of writing, it is too early to comment on any issues that have arisen, including in terms of concerns raised previously regarding Northern (NT) and TransPennine Express (TPE). However, since the previous report we have had clarification from Northern Trains that the shorter trains (3 cars rather than 4) on the Leeds – Bradford north-west electric network will be concentrated on the Bradford services, where this capacity is likely to be sufficient, rather than Leeds trains which require 4 cars. Against that, however, concerns remain regarding potential crowding on the Leeds – Doncaster trains, which have also become 3 cars rather than 4, and we will continue to press NT to monitor train loadings and crowding. Notably, on the Bradford – Skipton / Ilkley services, we are continuing to work to obtain Rail North Partnership approval for daytime

services to return to twice-hourly, hopefully from December 2024, rather than the current hourly level outside the peaks.

- 2.42 It is also too early to judge the extent of any issues caused by TPE's reduced timetable, introduced on 10 December 2023, and their decision to withdraw the Nova 3 trains. Again, we shall seek as much data as possible on train loadings, crowding, and as to whether cancellation rates and punctuality improve under the new timetable, whose express purpose is to stabilise service delivery, increasing passenger confidence, and so enable passenger usage to recover.

Rail Network Performance / Reliability

- 2.43 The performance reports for Northern and TransPennine Express (TPE) are included in **Appendix 2**, which includes a description of the different performance measures mentioned below.
- 2.44 Since the last update to Transport Committee, punctuality has seen a significant decline for Northern and TPE. In terms of cancellations, Northern's have continued to increase, TPEs have increased but not to the really high levels which they were experiencing early in the year. Time to 3 (Percentage trains calling at station stops within 3 minutes of the planned time) for the most recent four-week period 8 (Oct/Nov) sits at 72.27% for Northern and 60.73% for TPE.
- 2.45 Cancellations saw Northern at 7.63% (9.47% in the East region) and TPE at 6.72%. These figures exclude cancellations announced by the evening before ('P-coded'), which TPE continues to make use of. More detail of those is detailed below.
- 2.46 On TPE, for the most recent period 8 (Oct/Nov), 6.7% (510) of services were cancelled (approximately 5.0% were P-coded and 1.7% were same day cancellations). On Saturdays in the same period 10% of services were cancelled (approximately 2% were P-coded and 8% were same day cancellations). Since the previous report to Transport Committee there has been an increase in total cancellations (including P-coding) from 4.1% to 6.7%. This is a percentage change of +2.6%. Whilst there was full availability of rest-day working in the period, weather and Network Rail attributable incidents impacted significantly on TransPennine's performance. Cancellations are also still being significantly impacted by ASLEF Action Short of a Strike days, where overtime is banned. Period 7 saw total cancellations including P-codes at 11.5%, which coincided with strike days.
- 2.47 The rest day working agreement has enabled TPE to reduce its backlog of driver training and route and traction knowledge has increased. This is positive but there are a high number of drivers expected to leave in the next year hence the need for reduced services in the December timetable. The current rest day working agreement expires in March, it may be necessary to extend the agreement, but the aim is for TransPennine to be able to deliver services without being dependent on this agreement.

- 2.48 Northern has also made use of a rest day working agreement. When this was introduced on 20 November 2023, p-coding reduced significantly, but due to increased resource challenges Northern have flagged that they may need to start introducing more p-coding in the East Region to try and provide passengers more advance warning when they need to cancel services (as opposed to cancelling on the day). We will continue to monitor this impact.
- 2.49 Network Rail attributable incidents contributed to a significant number of delays to operator performance during the period. These included a number of weather-related incidents, such as, flooding and a landslip near Dewsbury Station on the 8 November 2023 which continued to impact services over a period of two days. Trespass and vandalism continue to impact services including several incidents of cable left. Network Rail has outlined that there is a continued focus on the prevention and management of all types of trespass, with a combination of community work (schools, mental health support facilities and charities), physical deterrents (fencing, signage, application of forensic markers on cabling) and use of technology (covert and / or smart cameras, BTP drones, etc).
- 2.50 At the last meeting of Transport Committee 'leaf fall' was beginning to impact on the railway and Network Rail's strategy for targeting this was discussed. During period 8 (i.e. October – November) it had a significant impact on punctuality of services. Windy conditions can cause heavy leaf-fall in a short space of time and rain means the leaves are more likely to stick to the rails. When trains pass over leaves, the heat and weight of the trains bake them into a thin, slippery layer on the rail. This is equivalent to black ice on the roads. Network Rail, with operators, will carry out a post-Autumn review and feedback areas which can be targeted next year.

Rail Strikes

- 2.51 The national dispute for members of the RMT union (workers such as train conductors and signalling staff) has ended as a pay offer and job security guarantee was accepted by 14 train companies including those that operate in West Yorkshire. A pay rise for the current financial year is still to be agreed and is dependent on changes to working practices; negotiations on this are due to commence.
- 2.52 Train drivers represented by the union ASLEF continue to strike. Several days between 1 - 8 December were disrupted, with different operators impacted on different days. There was also an overtime ban from the 1-9 December which impacts particularly on TPE services. Disappointingly this action coincided with Christmas Markets including Leeds, impacting on the leisure market and causing overcrowding on some routes.

Passenger Network Enhancements

- 2.53 As reported to the previous Transport Committees three major blockades (closures of the railway which allow major upgrades to happen to

infrastructure) have been completed so far during 2023, two at Morley (Feb 2023 and June 2023) and one at Stalybridge (March/April 2023). The next major blockade is planned to start on Good Friday 2024 at Huddersfield station to replace a bridge to the east of the station. There will also be several weekend closures during 2024. Forthcoming TRU line closures are listed online here: <https://thetrupgrade.co.uk/upcomingclosures/>. The Huddersfield station revamp has started on the station with temporary toilets in place (which are accessibility friendly) ready for the waiting roof/toilet refurbishment. Existing parking is being relocated which is started to be communicated to passengers by Kirklees Council and TransPennine. This arrangement will be monitored to ensure it is meeting demand.

- 2.54 In the second half of the 2023 disruption was confined to weekends, and this allowed TransPennine and Northern to prepare for the increase in disruption planned for 2024. The two operators, through working closely together, are re-assessing the customer handling structure, bolstering the team through additional recruitment and implementing actions to enhance the 'one team' approach already adopted to ensure a single customer facing solution.
- 2.55 At the previous Transport Committee meeting we shared the rationale regarding the withdrawal of the proposals to close ticket offices. Transport Focus has published detailed responses to each train company setting out the reasons behind the decision. The document sets out Transport Focus's decision and provides a post-consultation summary of the process. The information is included online here ([Ticket office consultation: summary of responses - Transport Focus](#)) It covers:
- the main reasons for Transport Focus objecting to the proposals
 - an outline of the consultation process
 - a summary of responses from the public and organisations
 - a demographic survey of consultation respondents
 - the criteria used to assess train company proposals.
- 2.56 Following the announcement, Transport for the North (TfN) proposes to work with Northern and TransPennine Express on a ticketing and a stations reform programme, including Northern's Stations as a Place proposition. A key focus of the proposition would be seeking to integrate stations more fully with their local communities and making rail travel more attractive and accessible whilst retaining staff coverage to assist passengers. Transport for North is also monitoring adhoc ticket office closures. The purpose of the monitoring is to track the partial and/or full day closures as recruitment was put on hold during the consultation period. TransPennine have now commenced recruitment to fill vacancies and to fully train someone takes approximately 6-8 weeks. Northern have not yet started recruiting as they are carrying out a review prior to planning their strategy to recruit. We are continuing to monitor this situation and will seek confirmation from both operators later in January that all relevant vacancies have now either been filled or are the subject of a current recruitment.

- 2.57 Northern has informed us that they intend to introduce charges for car parking at a number of their stations. They have indicated that this is not a trial as such, but they have undertaken to review the impacts, especially on highways around stations. While all of 9 stations concerned are outside West Yorkshire – and we would expect a formal consultation with WYCA and with district councils on any proposals to introduce charging at any West Yorkshire stations – two of the sites are directly over the border into North Yorkshire: Weeton and Cononley. We have, therefore, requested that Northern (and our North Yorkshire partners) provide feedback on any changes in usage and rail travel after the introduction of the charges, particularly as regards changes in highway use, including the possibility of increased “railheading” to stations within West Yorkshire such as Horsforth and Steeton and Silsden.

3. Tackling the Climate Emergency Implications

- 3.1 An important element of the Transport Recovery Plan agreed in 2020 is to try to embed increased levels of active travel and the opportunity to restore and grow public transport use to maintain improved air quality and achieve decarbonisation ambitions.

4. Inclusive Growth Implications

- 4.1 Sustaining an effective, stable and affordable public transport network is crucial in ensuring the post pandemic economic recovery is inclusive particularly to communities with limited access to private transport, and in meeting the Combined Authority’s inclusive growth objectives.

5. Equality and Diversity Implications

- 5.1 Ensuring an effective, stable, and affordable public transport network is important for equality and diversity to ensure that it meets the needs of different communities across West Yorkshire. The potential rail service changes run counter to the Combined Authority’s equality and diversity objectives.

6. Financial Implications

- 6.1 There are no financial implications directly arising from this report.

7. Legal Implications

- 7.1 There are no legal implications directly arising from this report.

8. Staffing Implications

- 8.1 There are no staffing implications directly arising from this report.

9. External Consultees

- 9.1 No external consultations have been undertaken.

10. Recommendations

10.1 That the Committee notes the updates provided in this report.

11. Background Documents

11.1 None

12. Appendices

Appendix 1 – Insights on Transport Network Use & Metro Branded Activity

Appendix 2 – Rail Network Performance Data

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Appendix 1 – Insights on Transport Network Use & Metro Branded Activity Measures

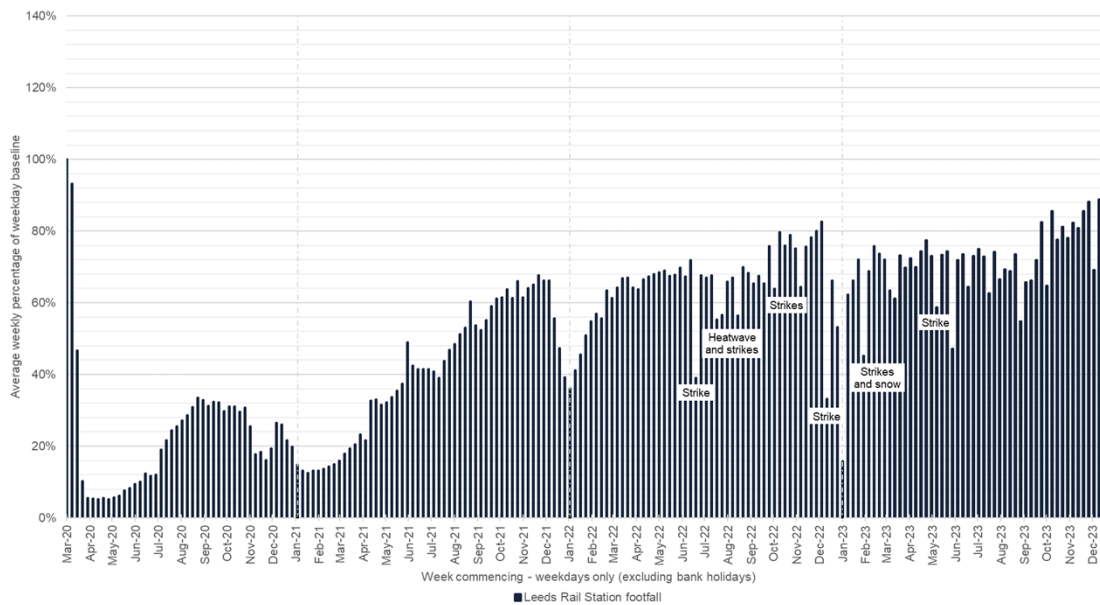
The content in this Appendix gives an insight into recent updates on transport network in West Yorkshire.

Dashboard

<https://app.powerbi.com/view?r=eyJrIjoiNTA5ZjZlZWQtdNDdiOS00ZGNiLTIINmQtNWZmZmQ0ZDBkMjRiliwidCI6IjM0ZTkzYmZjLWVlbnJYtNDM0NS1hNGZILTgwNWl2N2U0ODBjMCIslmMiOjh9>

Weekday footfall at Leeds station reached 79% in the week before Christmas

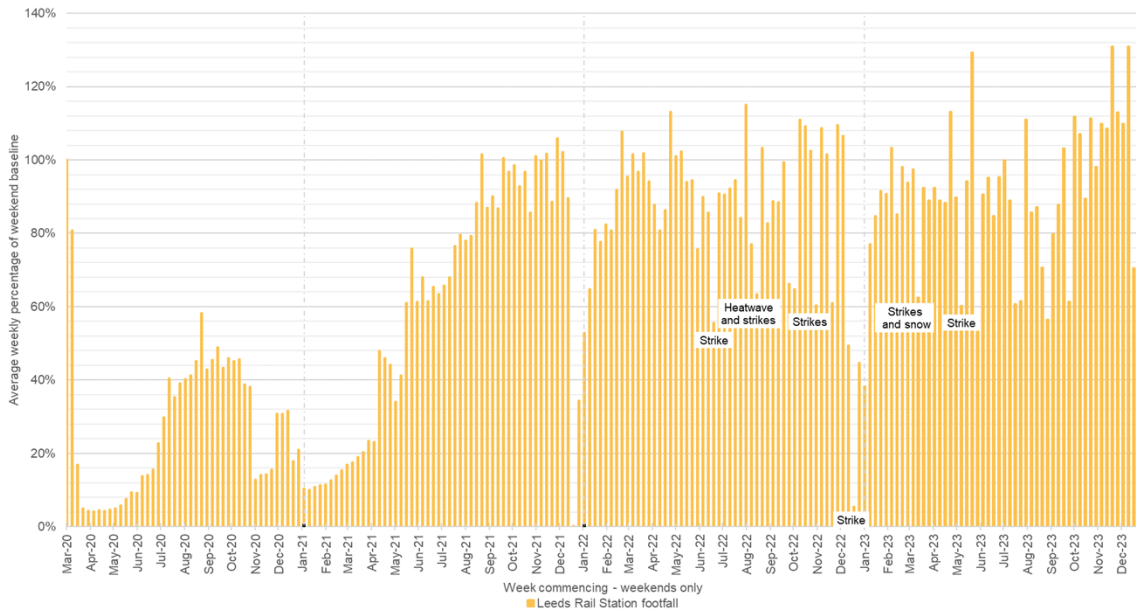
Average weekday footfall at Leeds railway station reached 79% of pre-pandemic levels in the week before Christmas, that is, the week starting 18 December. The following week saw railway station footfall at 62% due to the Christmas break heading up to New Year's Eve.



Baseline period is the week commencing Monday 2nd March 2020

Footfall at Leeds station at 70% during the weekend before Christmas

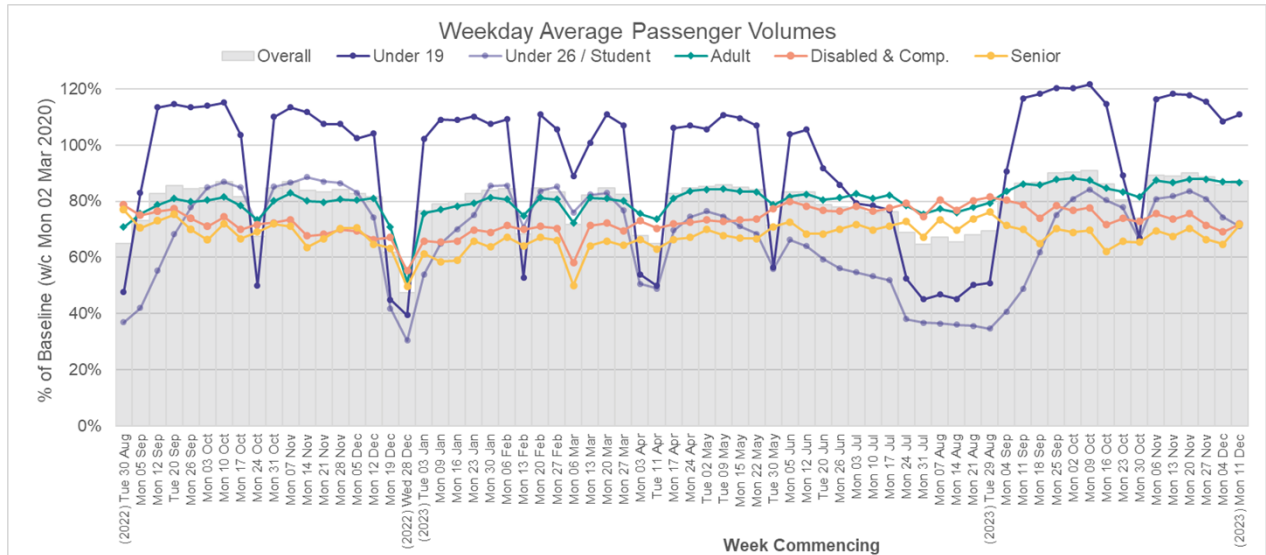
Average weekend footfall at Leeds railway station was at 70% during the weekend before Christmas (23-24 December).



Baseline period is the week commencing Monday 2nd March 2020

Weekday bus use at start of school holidays similar overall to last year at 66% of baseline.

Weekday bus use at mid-December was higher overall than last year at 87% of baseline compared with 82% last year. Use of Under 26 / Student tickets reduced from 74% to 71% of baseline while all other cohorts increased. Inclusion of weekend data shows overall use at 89% of baseline compared with 82% last, and some recent weeks reached 92% of baseline. (Source: ticket machine data from First and Transdev).



Week Commencing	% of baseline (week commencing Mon 02 Mar 2020)					
	Under 19	Under 26 / Student	Adult	Disabled & Companion	Senior	Overall
Mon 12 Dec 2022 (last year)	104%	74%	81%	66%	65%	82%
Mon 11 Dec 2023 (this year)	111%	71%	87%	72%	72%	87%

Content below is the latest extract from the Transport Committee PowerBi interactive dashboard managed by the Combined Authority Research & Intelligence team.

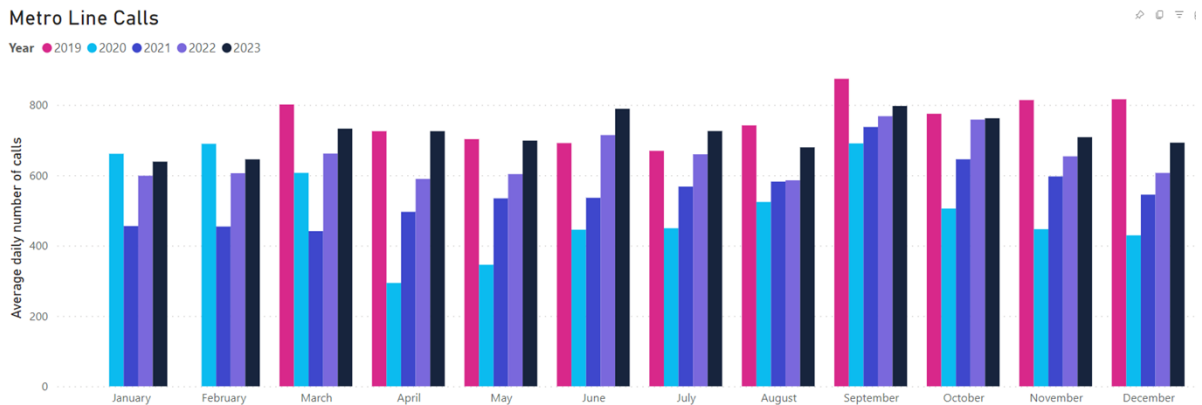
Use of Park and Ride Services

The chart shows the total number of Park and Ride journeys (using both smart and paper tickets) made by month of the year. In November 2023, the number of Park and Ride journeys was 81% of the equivalent number in November 2019 (although it is worth noting Stourton Park and Ride wasn't operational in 2019).



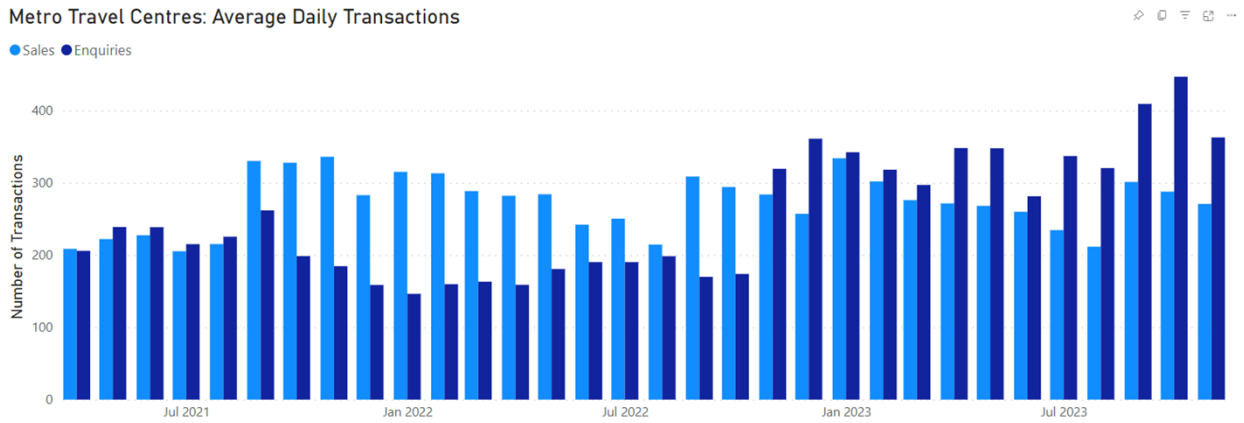
MetroLine Calls

The chart shows the average number of weekday (Monday to Friday) calls to MetroLine by month. In November 2023, weekday call centre volumes were 87% of the level of the equivalent pre-pandemic month in 2019.



Metro Travel Centres

The chart shows the average number of daily (Monday to Saturday excluding bank holidays) sales and enquiries made at travel centres by month of the year. This information has been collected since April 2021. Customer counting equipment was used before this, but the data is not comparable. November 2023 sales volumes were 4.6% less than last November, however the number of enquiries at travel centres was 13.8% higher.



Appendix 2 - Rail Network Performance Data

How Performance Is Reported

Performance data for Northern and TransPennine Express (TPE) is summarised here. Northern and TPE provide most rail services in West Yorkshire. Links to summaries of other operators' performance data are provided.

Performance data is reported against 'to time' measures. These measures replace the familiar 'PPM' (Public Performance Measure) and are intended to represent a more 'real world' reflection of performance as experienced by passengers. The 'to time' measure records punctuality at all station stops (not just the final stop) and includes the number of trains that were either early, on time or up to '3' or '15' minutes late.

The main indicators used in this report are:

Measure	Explanation
Time to 3 T-3	Percentage of Recorded Station Stops called at within 3 minutes of the planned time.
Time to 15 T-15	Percentage of Recorded Station Stops called at within 15 minutes of the planned time.
Cancelled	Services subject to cancellation (in full or in part).

More information how rail performance is reported is available here:

<https://www.railedeliverygroup.com/punctuality.html>

Rail performance data is reported on 4-week reporting periods, numbered sequentially from 1 April each year. The main periods used in this report are:

Period	Four-Week Date Range
P5 (24/05)	24 July to 20 Aug 2023
P6 (24/06)	21 August to 16 Sept 2023
P7 (24/07)	17 September to 14 Oct 2023
P8 (24/08)	15 October to 12 Nov 2023

Some of the charts in the report show abbreviated codes, for example '23/07'. These codes refer to the year and reporting period. The first two digits refer to the year – '23' means 2022/23, '24' means 2023/24 and so on. The latter two digits are the period in the year. So, 23/13 is the 13th reporting period in 2022/23.

We will continue to work with Transport for the North to ensure the graphical summary data provides valuable insights, including to show year-on-year comparisons.

Northern

Northern operates most of the rail services in West Yorkshire.

Headline performance is summarised below.

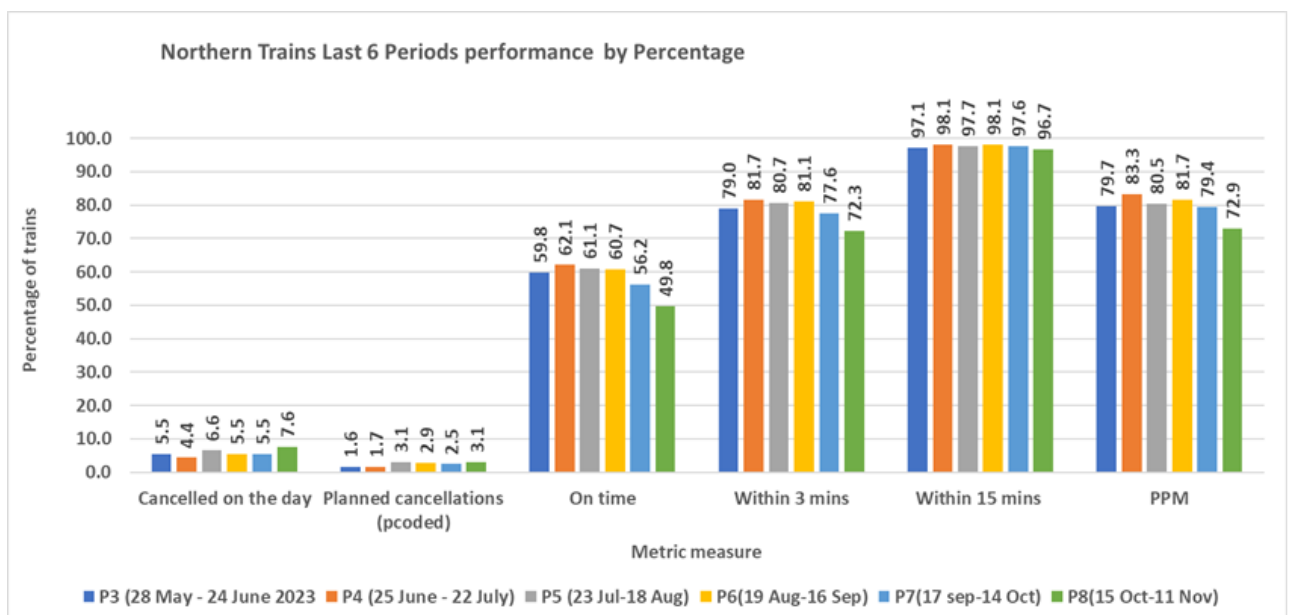
Time to 3 (% of station calls within 3 mins of planed time)	21 Aug 2023 to 16 Sept 2023	17 Sep 2023 to 14 Oct 2023	15 Oct 2023 to 12 Nov 2023
Northern overall	80.90%	77.45%	72.27%
East Region (Yorkshire and East Midlands)	80.41%	76.65%	70.10%

Cancelled	21 Aug 2023 to 16 Sept 2023	17 Sep 2023 to 14 Oct 2023	15 Oct 2023 to 12 Nov 2023
Northern overall	5.51%	5.42%	7.63%
East Region (Yorkshire and East Midlands)	5.81%	5.53%	9.47%

More detailed information on Northern's performance is available here:

<https://www.northernrailway.co.uk/corporate/performance>

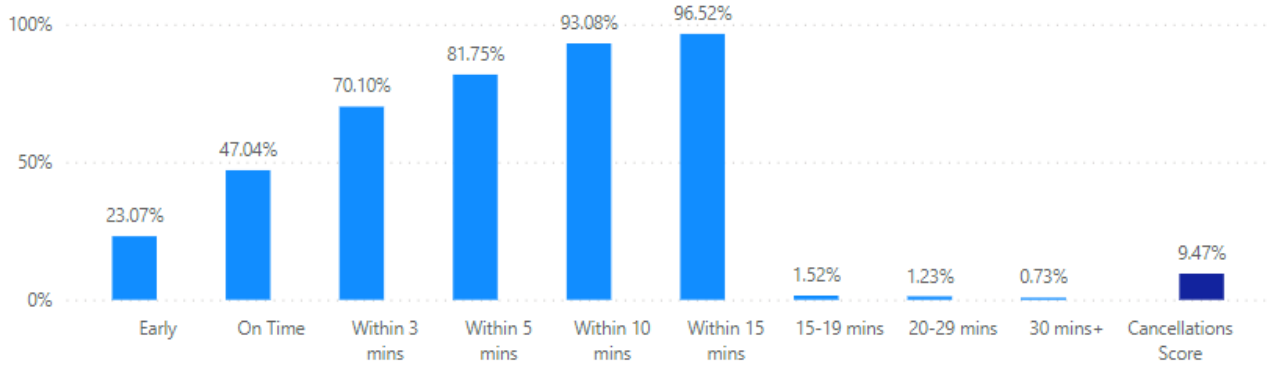
The overall trend of Northern performance for the last six 4-week reporting periods is shown in % below:



Key: Left axis: % of station calls within 3 minutes (T-3) of planned times, % of station calls within 15 minutes (T-15) of planned times, and legacy PPM measure.
Right axis: % of trains cancelled.

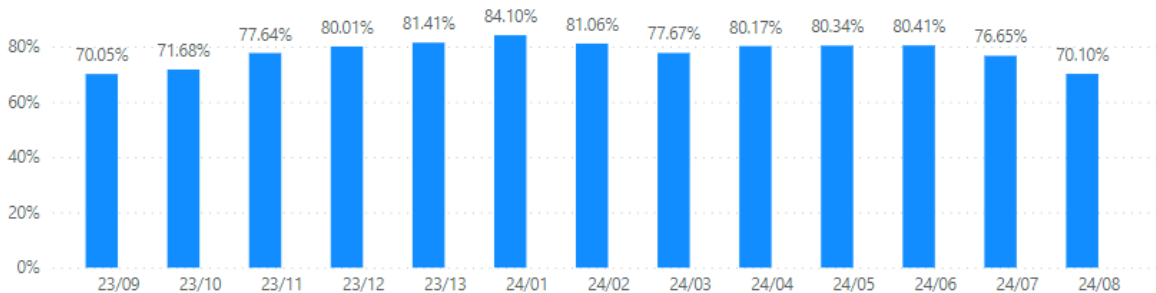
The chart below summarises Northern’s East Region (Yorkshire and East Midlands) performance from 15 October to 12 Nov 2023 (Period 8).

Punctuality at recorded station stops



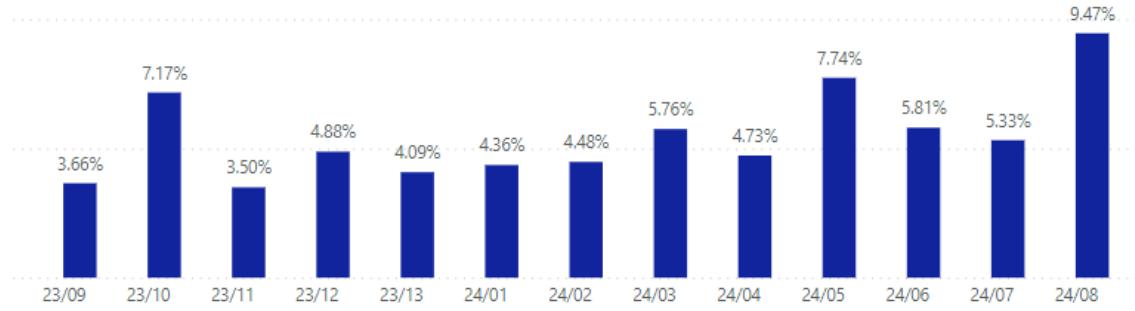
The charts below show punctuality and cancellation trends for Northern’s East Region (Yorkshire and East Midlands area) in 4-week periods from 13 Nov 2022 (Period 9 of 2022/23, represented as 23/09) to 12 November 2023 (Period 8 of 2023/24, represented as 24/08).

Northern East Region: % of station calls within 3 minutes of planned time





Northern East Region: % of services cancelled



TransPennine Express

TransPennine Express (TPE) operates regular services between Liverpool, Manchester, West Yorkshire, North Yorkshire and the Northeast via Leeds and Huddersfield.

Headline performance **for all TPE routes** is summarised below.

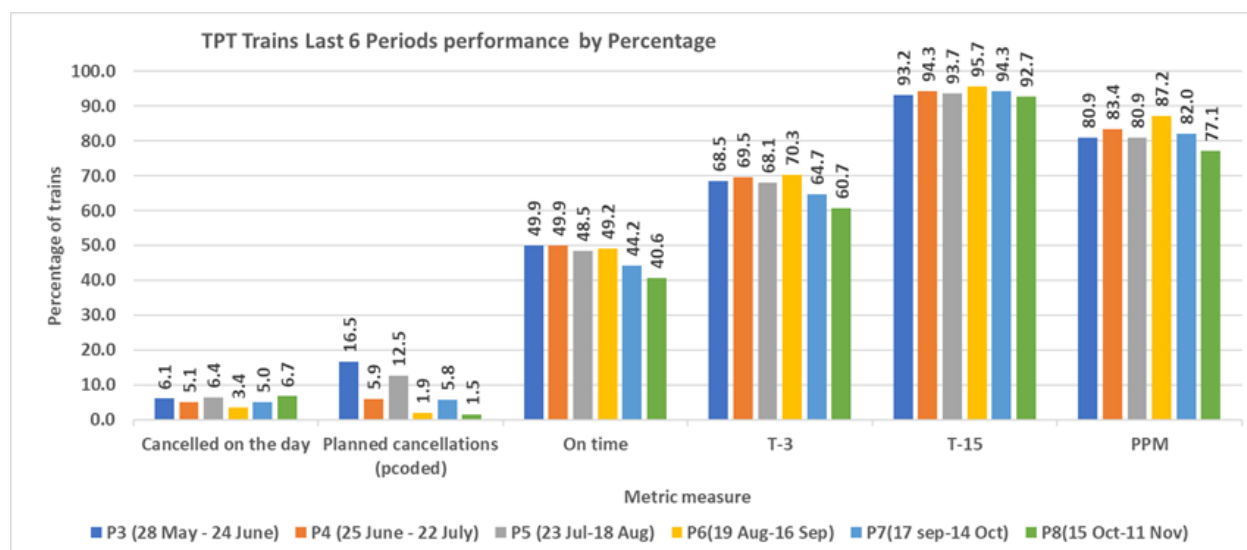
Time to 3 measures (% of station calls within 3 mins of planed time)	21 Aug 2023 to 16 Sept 2023	17 Sep 2023 to 14 Oct 2023	15 Oct 2023 to 12 Nov 2023
Overall	70.27%	64.71%	60.73%

Cancelled	21 Aug 2023 to 16 Sept 2023	17 Sep 2023 to 14 Oct 2023	15 Oct 2023 to 12 Nov 2023
Overall	3.42%	5.03%	6.72%

Note that official TPE data shown below excludes trains cancelled by 10pm the day before, though a process known as 'P-coding'. P-coding has been used extensively by TPE for much of 2022, as set out in the October 2022 report.

More detailed information on TransPennine Express performance is available here:
<https://www.tpexpress.co.uk/about-us/passengers-charter/performance-transparency>

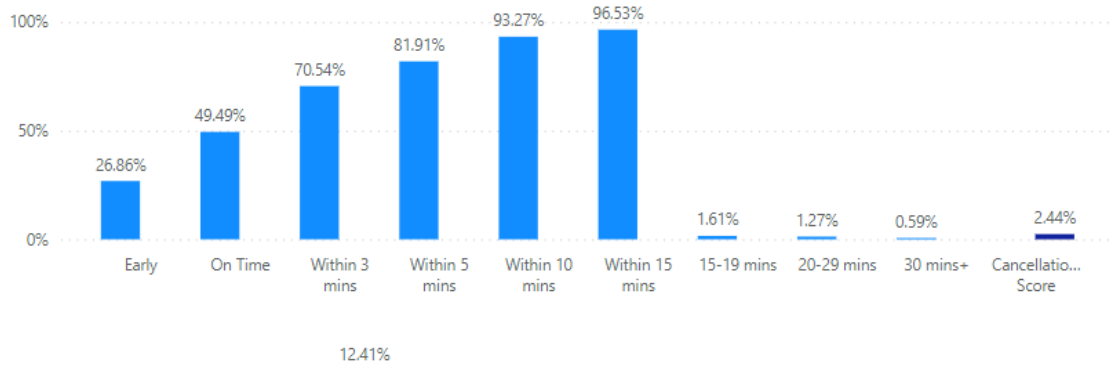
The overall trend of TPE performance for the last six 4-week reporting periods is shown in % below:



Key: Left axis: % of station calls within 3 minutes (T-3) of planned times, % of station calls within 15 minutes (T-15) of planned times, and legacy PPM measure.
Right axis: % of trains cancelled.

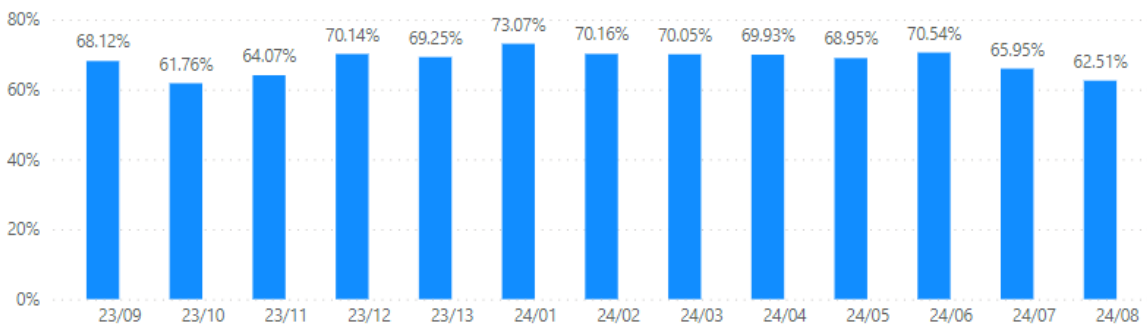
The chart below summarises TPE’s North Route (services in and through West Yorkshire) performance from 15 Oct to 12 Nov 2023 (Period 8).

Punctuality at recorded station stops

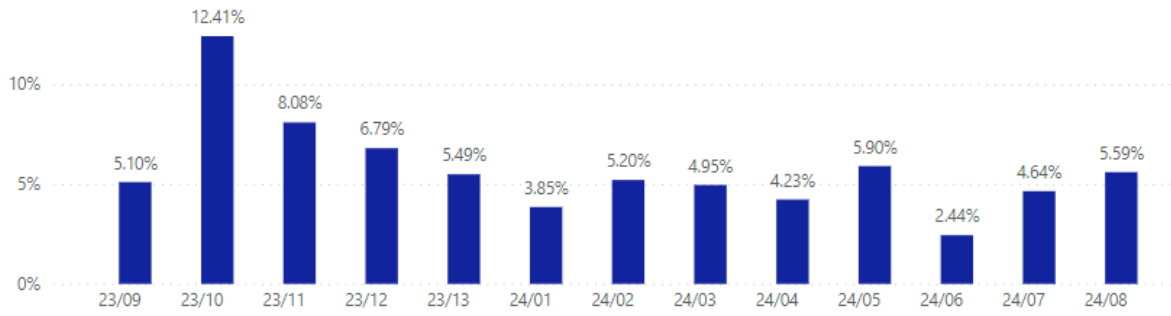


The charts below show punctuality and cancellation trends for TPE’s North Route (services in and through West Yorkshire) in 4-week periods from 13 Nov 2022 (Period 9 of 2022/23, represented as 23/09) to 12 November 2023 (Period 8 of 2023/24, represented as 24/08).

TPE North Route: % of station calls within 3 minutes of planned time

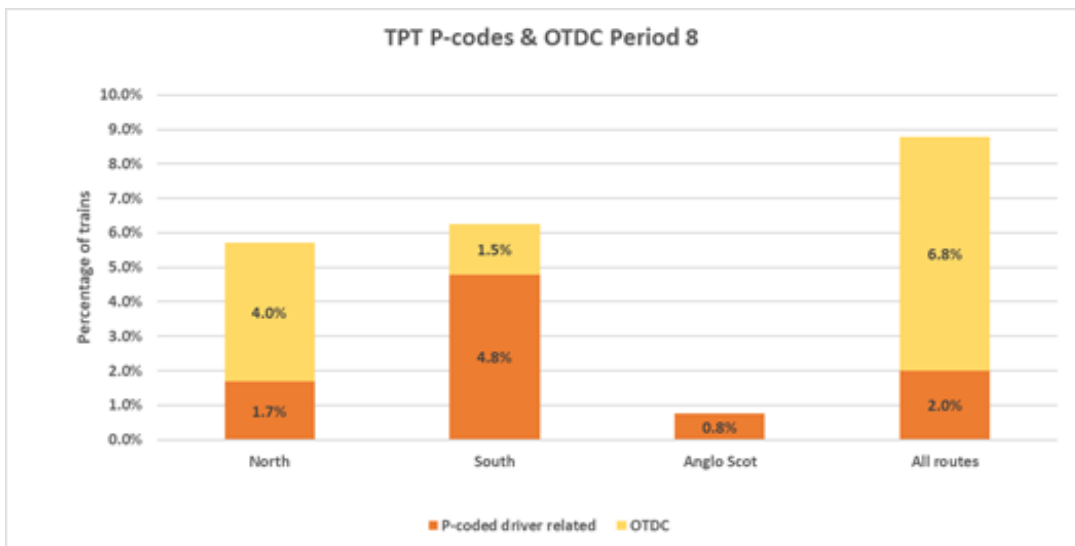


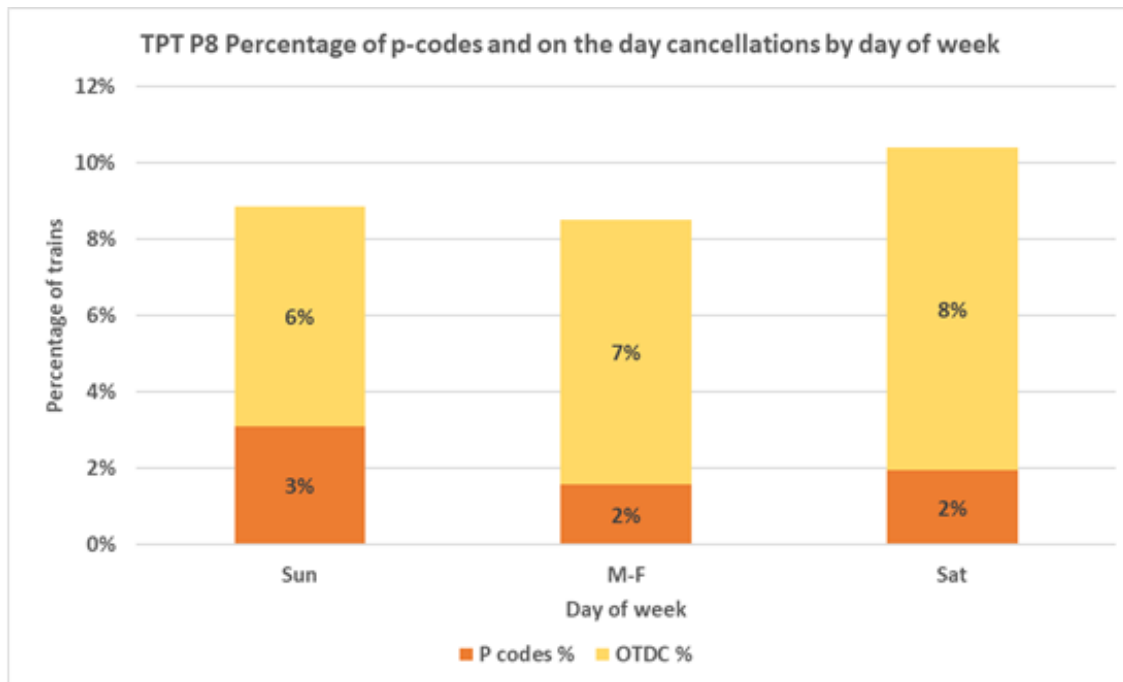
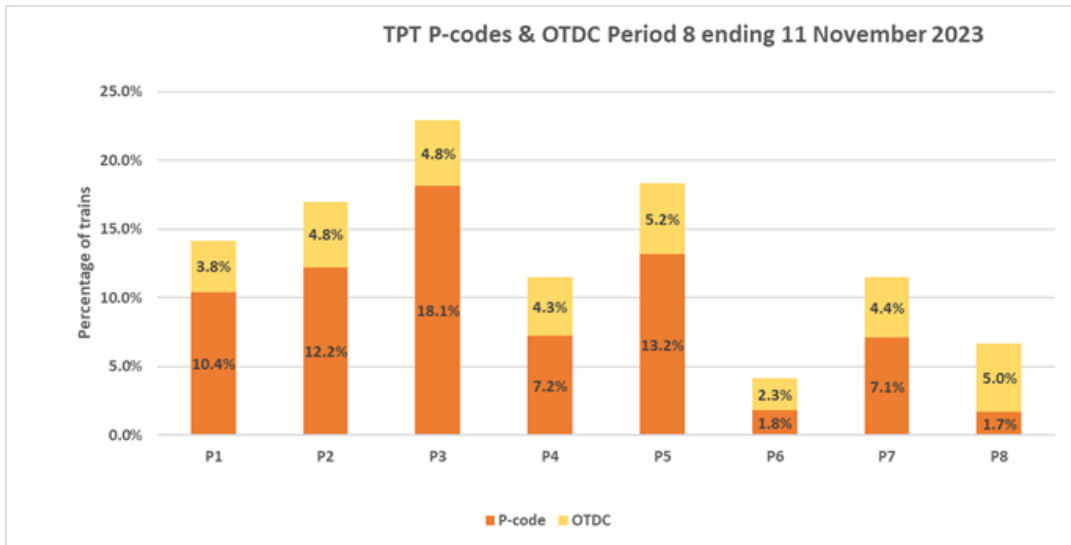
TPE North Route: % of services cancelled



The charts below show % of trains P-coded (planned cancellations notified before 22:00 on the evening before) and those cancelled on the day on TPE’s service groups. P-coded trains are not counted in the TPE and Northern reported cancellations. Period 8 covers 15 October 2023 to 12 November 2023.

This data has been manually compiled.





LNER

LNER operates regular services between West Yorkshire and London.

A summary of LNER's recent performance is available here:

<https://www.lner.co.uk/about-us/our-performance-figures/>



Cross Country

Cross Country operates services between Scotland, the North East, West and South Yorkshire, the Midlands and South West.

A summary of Cross Country's recent performance is available here:

<https://www.crosscountrytrains.co.uk/about-us/key-business-performance-indicators>

Grand Central

Grand Central operates trains between Bradford and London via Halifax, Mirfield, Brighouse, Wakefield, and Pontefract.

A summary of Grand Central's recent performance is available here:

<https://www.grandcentralrail.com/about-us/how-are-we-doing/punctuality>

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Report to:	Transport Committee
Date:	29 January 2024
Subject:	Bus Service Improvement Plan (BSIP) Update
Director:	Melanie Corcoran, Director of Transport Policy & Delivery
Author:	Helen Ellerton, Head of Transport Policy

Is this a key decision?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	
Are there implications for equality and diversity?	<input type="checkbox"/> Yes <input type="checkbox"/> No

1. Purpose of this Report

1.1 The purpose of this report is to update Transport Committee on the Combined Authority's Bus Service Improvement Plan programme and seek approval of:

- the proposed approach to allocating the additional 'Phase 3' funding of £13,373,000 for the 2024/2025 financial year and updating its Enhanced Partnership, as per the Department for Transport requirements.
- the change request to change the scope of the BSIP Superbus element of the scheme and to release a further £3,168,245 from the existing Bus Network Plan and Superbus scheme budget, taking the total approval from £7,998,434 to £11,166,679.

2. Information

Programme Funding

Background

- 2.1 Following publication of its Bus Service Improvement Plan (BSIP) in October 2021, in April 2022 the Combined Authority was notified by the Department for Transport (DfT) that it had been indicatively awarded £69,974,070 in revenue funding to support its delivery ('Phase One' funding). A further £7,750,442 in revenue funding from DfT (BSIP+ or 'Phase Two') was confirmed in September 2023, bringing the total value of the programme to £77,724,512.
- 2.2 In agreeing what the funding should be spent on, the DfT advised that it wanted to see it prioritised towards 'cheaper and simplified fares' and 'increased service frequencies and new routes'.
- 2.3 The Combined Authority agreed its priorities and set these out in a BSIP Enhanced Partnership (EP) Scheme, which was agreed with bus operators and made in November 2022, confirming allocation of funding and a commitment to delivering the associated projects.
- 2.4 The current programme funding allocation is set out in Table 1 below.

Table 1: Current BSIP Programme Funding Allocation (as of January 2024)

Schemes	Total allocated funding
Mayor's Fares	£33,974,070
Network enhancements	£18,500,000
Superbus	£10,600,000
BSIP+ (network protection)	£7,750,442
Demand Responsive Transport	£1,000,000
Enhanced Safer Travel Partnership with West Yorkshire Police	£1,000,000

Marketing and Communications	£1,000,000
Travel Plan Network team	£500,000
Mobility Credits	£500,000
Mobility Hubs	£250,000
Urban Traffic Management Control	£450,000
Internal capacity	£2,200,000
	£77,724,512

BSIP 'Phase Three' Funding and the Department for Transport's Requirements

- 2.5 Following the announcement of additional BSIP funding as a result of the DfT's Network North, the Combined Authority received a letter from the DfT on 7 December 2023 which advised of an additional indicative allocation of up to £13,373,000 revenue funding to support delivery of the BSIP in the 2024/25 financial year.
- 2.6 This funding is in addition to the existing Phase 1 BSIP funding allocation of £69,974,070 million and Phase 2 BSIP (BSIP+) funding allocation of £7,750,442. Terms of the existing Memorandum of Understanding still apply – including quarterly reporting to DfT and publishing data against BSIP targets every 6 months.
- 2.7 Additional guidance advised that the DfT requires the following documents/information to be submitted by LTAs by 31 January 2024:
- Updated EP - can be submitted as a draft, but any changes to the existing published EP must be approved by the EP board and published by 31 March 2024 at the latest. This must present a confirmed list of funded schemes, including specific outputs, who will deliver them, and deadlines.
 - 2023-24 Q3 quarterly report.
 - Details of overall LTA bus budgets for 2023/24 and 2024/25.

- 2.8 As a condition of funding expected to submit Bus Connectivity Assessments and an updated Bus Service Improvement Plan, by dates to be specified (Spring/Summer 2024 expected).

Proposed Allocation of Phase Three Funding and Update to the Enhanced Partnership

- 2.9 Following discussion with internal and external stakeholders, it is proposed to allocate the additional funding to further supporting the BSIP programme's existing priority schemes - the Mayor's Fares, Bus Network Improvements and the Enhanced Safer Travel Partnership with the West Yorkshire Police. The proposed allocation is set out in Table 2, below.

Table 2: the proposed allocation of BSIP Phase 3 funding

Scheme	Phase 3 additional funding allocation	Total programme funding allocation
Mayor's Fares	£11,000,000	£44,974,070
Bus network improvements (inc. Network protection, enhancements and Superbus)	£2,057,000	£38,907,442
Enhanced Safer Travel Partnership	£316,000	£1,316,000
Other	n/a	£5,900,070
Total:	£13,373,000	£91,097,512

- 2.10 This funding would ensure continuation of the Mayor's Fares, alongside the national scheme, until at least March 2025, the continued deployment of the Safer Travel team of 10 Police Community Support Officers and further protection / enhancements to the bus network – supporting the programme's overall aims of increased bus patronage and improved passenger satisfaction.

- 2.11 This approach was endorsed by the West Yorkshire Bus Alliance's Executive Board on 17 January 2024.
- 2.12 Subject to approval by Transport Committee, this allocation will form the basis of the updated BSIP Enhanced Partnership Scheme (draft) and the Project Adjustment Request due for submission to the DfT by 31 January 2024 and 29 February 2024 respectively.
- 2.13 Furthermore, and subject to any further comments from the Department for Transport, the Combined Authority will commence the process of formally varying its Enhanced Partnership via the required legal process and securing agreement to this from local bus operators and district councils through the West Yorkshire Bus Alliance.

Programme Updates

- 2.14 The following section provides updates relating to the key projects being delivered as part of the BSIP programme.

Mayor's Fares

- 2.15 Following the launch of the Mayor's Fares in September 2022, the scheme has continued, offering bus passengers capped £2 singles and £4.50 day tickets, at a cost of £22.4m (as of December 2023).
- 2.16 The Mayor's Fares scheme is now running concurrently to a national £2 fare cap scheme launched by the DfT in January 2023, which is currently expected to continue to the 31st December 2024. The Combined Authority has not received any additional funding to support the Mayor's Fares within the West Yorkshire region during this time.
- 2.17 The Combined Authority commissioned an online panel survey to gain insight into West Yorkshire residents use and perception of the Mayor's Fares. The survey was conducted between the 12-24th October 2023 and received 1,028 responses. Respondents were aged 19-65 as the target audience for turn-up and go adult fares and the online panel sample was weighted by age, gender and ethnicity.
- 2.18 The headlines from the survey were:
- 62% of respondents were aware of Mayor's Fares, rising to 78% for regular bus users (those who use at least once a week).
 - 25% of respondents reported using buses more than compared to before Mayor's Fares, whilst 19% said they were using it less, so an overall net gain.
 - Of those who said they were using bus more often, two-thirds said this was due to Mayor's Fares.

- Half of respondents who now use the bus more often (than before Mayor's Fares) have shifted from using private motorised modes. Younger people in particular (those aged 19-30 year) are more likely to have switched from car (as driver or passenger) to bus.
- Overall, 35% of respondents reported either using buses more or were encouraged to keep using buses due to the Mayor's Fares scheme.
- Over 50% of respondents agreed that Mayor's Fares makes it easier for them to get around West Yorkshire and nearly 60% agreed that Mayor's Fares makes it easier for them to make multiple bus journeys on the same day.
- Nearly 70% agree Mayor's Fares have made the cost of bus travel easier to understand, with just under a third strongly agreeing.
- Over 70% of respondents think Mayor's Fares will encourage people to try using the bus, and over 60% say that they are likely to recommend using the bus to others as a result of the fare cap.

2.19 These outputs (see **Appendix 2**) indicate that Mayor's Fares is positively contributing to the objectives set out at the project's inception, and the BSIP programme more generally. Further research is planned to monitor and evaluate the schemes ongoing impact.

2.20 Work is now underway to determine the future funding requirements of the Mayor's Fares scheme within West Yorkshire, including operator subsidy levels and ensuring parity with other national fare offers.

Bus Network Improvements

2.21 Following funding approval by Transport Committee in May 2023, the first two BSIP-funded 'Superbus' schemes were launched in September 2023 in partnership with Transdev Blazefield. The schemes delivered improvements to services operating across the Keighley town network and the 'Aireline' route between Shipley and Leeds.

2.22 As of December 2023, the improvements to these services have had a positive impact on local bus use with passenger numbers on the 'Aireline' service increasing by 28% compared to Spring 2023, the K7 by 23%, K2/3 services increased by 21% and other local Keighley services (with no frequency increase just the £1 flat fare) increasing by 5%.

2.23 Further Superbus schemes are due to be delivered in Calderdale, Kirklees and Wakefield, in partnership with First and Arriva respectively. A change request to draw down the funding required for this is covered later in this paper.

Table 3: Overview of Superbus Schemes

Scheme (District)	Operator	Proposed Launch Date	Details of bus service enhancements	Allocated budget
Keighley town network (Bradford)	Transdev	Sept 2023	K1/2 and K7 frequency uplift. £1 flat fare on all Keighley town network services	£1,475,944
Aireline services (Bradford/Leeds)	Transdev	Sept 2023	Frequency enhanced between Shipley and Leeds (from 30 to 20)	£1,282,963
Halifax-Huddersfield (Kirklees/Calderdale)	First	Feb 2024	New direct links	£2,637,772
Castleford-Normanton-Altofts (Wakefield)	Arriva	Summer 2024	Enhanced frequency to Altofts and Normanton. New direct links to Pinderfields.	Up to £2,000,000
<u>Total allocated revenue budget:</u>				£7,396,679

- 2.24 A first tranche of new and enhanced bus services, commissioned by the Combined Authority, is due to launch in February 2024 bringing improvements to buses across West Yorkshire. These services, as set out in Table 4 below, have been chosen based on a range of factors including local demand, standards of existing bus provision, housing and employment accessibility, deprivation of communities affected and other operational/commercial insight. Further service improvements based in the Bradford district are in development and will be brought forward as part of future tranches.

Table 4: Tranche 1 of Enhanced Bus Services Due to Launch in 2024

District	Service No's	Route	Improvement
Calderdale	548/549	Halifax – Brighouse – Huddersfield	Daytime frequency uplift to combined 15 mins
Kirklees	212	Dewsbury – Hospital – Alverthorpe - Wakefield	Daytime frequency uplift to 30 mins
Leeds	14	Pudsey – Leeds	Daytime frequency uplift to 30 mins
Wakefield	106	Wakefield – Hall Green via Kettlethorpe	Evening frequency enhancement to 30 mins
	148/149	Wakefield – Knottingley via Pontefract	
	189	Wakefield – Castleford via Normanton	
	268	Bradford – Wakefield via Cleckheaton	
	444/446	Leeds – Wakefield via Rothwell	
	496	Wakefield – Upton via South Elmsall	
	126	Wakefield – Dewsbury	
	195	Wakefield – Hemsworth via Walton & Ryhill	

- 2.25 Subject to further funding approvals and successful procurement exercise, a further tranche (referred to as Tranche 1.5) of service enhancements is also planned to be delivered in July 2024. The proposed enhancements include new services and improved frequencies / service hours, improving services across all five district authorities.
- 2.26 Work is now underway to determine further service enhancements to deliver with the remaining money allocated to network improvements and will be reported to Transport Committee in due course.

2.27 Additionally, BSIP+ or 'Phase 2' funding to support network protection was received in summer 2023, totalling £7,750,442 for the 2023/24 and 2024/25 financial years. As of December 2023, £765,201 of this has been invested, supporting 58 services in total including 30 contract cost uplifts and 28 services otherwise as risk of being withdrawn. Stabilising the bus network continues to be a key element of BSIP, working alongside investment in service enhancements, to ensure local communities continue to be served.

Enhanced Safer Travel Partnership

2.28 Through the Enhanced Safer Travel Partnership with West Yorkshire Police, the BSIP programme is funding the recruitment of a team of 10 Police Community Support Officers (PCSOs) for three years to tackle anti-social behaviour and other safety issues across the bus network. The first eight of these PCSOs were deployed between September to November 2023, with the others currently in training and due to be deployed from February onwards. The team will be supported by a Policy Sergeant and the Combined Authority's Safer Travel Manager.

2.29 Once the team is fully up and running, there will be three Safer Travel Officers in each district working full time patrolling bus stations and buses across the county. Key aims of the team aim to reduce crime and anti-social behaviour, increase the safety of women and girls, and reassure and protect more vulnerable travel users.

2.30 The officers are embedded in the neighbourhood policing teams across the county and work with partner agencies to proactively plan events in bus stations based on national themes, such as hate crime, disability awareness and knife crime. In the short time the team has been in place they have already been involved in 44 events/operations.

2.31 The new PCSOs join a range of improvements across the bus network to increase safety, including:

- 24/7 CCTV recorded CCTV, which is monitored by LeedsWatch at 27 bus stations across the region. LeedsWatch will alert the police or bus station staff to incidents, such as anti-social behaviour as required and regularly provide evidence packages to the police to assist with successful prosecution of offenders.
- Dedicated help points in unstaffed bus stations which have already been used in medical emergencies.
- All West Yorkshire Bus Stations are registered Safe Places, offering help if someone is anxious or feels vulnerable while they are out and about.
- Bus station staff receive conflict management training to minimise disruption and safety concerns for passengers.

Other Programme Updates

- 2.32 To support delivery of the BSIP and other business-as-usual activity supporting the bus network, the programme has funded the successful recruitment of 10 full-time-equivalent Combined Authority staff members, and 4 existing posts have been regraded.
- 2.33 The BSIP programme has also invested £333,333 to support launch of the 'Walk it Ride it' behaviour change campaign, alongside funding from the City Region Sustainable Transport Settlement and the West Yorkshire Ticketing Company. The impact of this campaign on passenger perceptions and travel habits is currently being monitored and intelligence will be shared in due course.

Funding Approvals

BSIP Network Enhancement and Superbus Strategic Outline Case - Change Request

- 2.34 As set out in the appendix to this report, a change request has been submitted to seek approval to draw down £3,168,245 of funding from the BSIP programme's total revenue budget. This funding request is comprised of:
- Up to £2,000,000 to deliver the Wakefield Superbus scheme.
 - An additional £1,168,245 to deliver the revised Halifax to Huddersfield Superbus scheme, increasing the budget from £1,469,527 up to £2,637,772.

3. Tackling the Climate Emergency Implications

- 3.1 There are no climate emergency implications directly arising from this report.
- 3.2 A key aim of the West Yorkshire Bus Service Improvement Plan is to support the decarbonisation of the local bus network, including delivery of a carbon zero bus fleet by 2036, as well as encourage more travel by bus and other sustainable modes in order to tackle the climate emergency.

4. Inclusive Growth Implications

- 4.1 There are no inclusive growth implications directly arising from this report.
- 4.2 The key aims of the West Yorkshire Bus Service Improvement Plan are to create a more inclusive, accessible bus service and to better connect communities, particularly those area of high deprivation, in order to support the region's inclusive growth ambitions.

5. Equality and Diversity Implications

- 5.1 There are no Equality and Diversity Implications directly arising from this report.

- 5.2 Supporting Equality and Diversity through ensuring the bus service is attractive, inclusive and accessible for all is a key aim of the West Yorkshire Bus Service Improvement Plan.
- 5.3 The Mayors Big Bus Chat public engagement prioritised engaging with seldom heard groups and, where possible, obtaining data on protected characteristics from participants, in order to strengthen the insights it provides to support Equality and Diversity within the BSIP.
- 5.4 An Equality Impact Assessment has been completed and will be reviewed regularly throughout the programme's delivery.

6. Financial Implications

- 6.1 The report seeks funding approval for £3,168,245 to support the delivery of Superbus schemes, bringing the total approved to date to £7,396,679, from the £10,600,000 of BSIP programme funded allocated to these initiatives.
- 6.2 The report also advises and seek endorsement of the indicative allocation of a further £13,373,000 for the 2024/2025 financial year, in addition to the programme's existing £77,724,512 budget.

7. Legal Implications

- 7.1 There are no legal implications directly arising from this report.

8. Staffing Implications

- 8.1 There are no staffing implications directly arising from this report.

9. External Consultees

- 9.1 No external consultations have been undertaken.

10. Recommendations

- 10.1 That the Transport Committee approves the approach to allocating the BSIP Phase Three funding and these proposals are submitted to the DfT by 31 January 2024 and form the basis of an updated Enhanced Partnership with operators.
- 10.2 The Transport Committee approves that the change request (**Appendix 1**) is approved, to the change of scope of the BSIP Superbus element of the scheme, and to release a further £3,168,245 from the existing Bus Network Plan and Superbus scheme budget, taking the total approval from £7,998,434 to £11,166,679, subject to discharging the Conditions delegated to the Executive Director of Transport. The total scheme cost remains at £29,100,000. The additional approval will fund:
- Up to £2,000,000 to deliver the Wakefield Superbus scheme.

- £1,168,245 increase in cost to deliver the revised Halifax to Huddersfield Superbus scheme, increasing the budget from £1,469,527 up to £2,637,772.

10.3 The Combined Authority provides funding to the bus operators, by using existing contractual arrangements, for expenditure of up to £11,166,679 from the Bus Service Improvement Plan Revenue funding.

10.4 Future approvals are made in accordance with the assurance pathway, approval route, and tolerances outlined in this report. Where required, any future committee level approvals are delegated to the Transport Committee.

11. Background Documents

West Yorkshire Bus Service Improvement Plan (October 2021)

West Yorkshire Enhanced Partnership - BSIP EP Scheme (November 2022)

12. Appendices

Appendix 1 – BSIP Update Project Approval

Appendix 2 – Mayors Fares Survey Results

Appendix 1 – BSIP Update Project Approval

<p>Bus Service Improvement Plan – Network Enhancement and Superbus</p> <p>West Yorkshire</p>	<p><u>Scheme description</u></p> <p>This scheme will expand the core network of bus services and routes in West Yorkshire. This will include more frequent services, more bus routes and longer service hours. The scheme contributes to ongoing improvements to the region’s bus services and is part of the Bus Service Improvement Plan (BSIP) Programme.</p> <p>The scheme now seeks to amend the Halifax to Huddersfield Superbus element of the programme and also provide a Wakefield Superbus scheme.</p> <p>This scheme is funded by the Department for Transport’s Bus Service Improvement Plan fund, which is part of the National Bus Strategy.</p> <p><u>Impact</u></p> <p>The scheme seeks to increase bus passenger numbers by making bus travel more attractive and better suited to the travel needs of the people of West Yorkshire. It will provide greater accessibility to education, employment, and housing, by bus, and help facilitate a switch from car travel and therefore reduce greenhouse gas emissions.</p> <p>A value for money assessment will be carried out alongside further development of the scheme scope and design as part of the development of the full business case for the scheme.</p> <p><u>Decision sought</u></p> <p>The change request is approved, to the change of scope of the BSIP Superbus element of the scheme, and to release a further £3,168,245 from the existing Bus Network Plan and Superbus scheme budget, taking the total approval from £7,998,434 to £11,166,679.</p> <p>Total value of the scheme - £29,100,000</p> <p>Total value of Combined Authority funding - £29,100,000</p> <p>Funding recommendation sought - £3,168,245.</p> <p>A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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Project Title	Bus Service Improvement Plan – Network Enhancement and Superbus
Stage	1 (assessment and sequencing)
Decision Point	2 (strategic outline case)

Is this a key decision?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

Background

- 1.1 This scheme will be funded by the Department for Transport (DfT) through the Bus Service Improvement Plan (BSIP). This is a £69,974,070 fund covering West Yorkshire. The objectives of the BSIP programme are to dramatically improve bus services outside of London through greater local leadership, reverse the recent shift away from public transport and to encourage passengers back onto buses. The Bus Service Improvement Plan funding is part of DfT’s National Bus Strategy (NBS).
- 1.2 In April 2022, the Combined Authority was notified by the Department for Transport (DfT) that it had been indicatively awarded £69,974,070 in revenue funding, over three financial years, to support delivery of its Bus Service Improvement Plan. A further £7,750,442 in revenue funding from DfT (BSIP+) was confirmed in September 2023, bringing the total value of the programme to £77,724,512.
- 1.3 In agreeing what the funding should be spent on, the DfT advised that it wanted to see it prioritised towards ‘cheaper and simplified fares’ and ‘increased service frequencies and new routes’.
- 1.4 Please refer to the main Bus Service Improvement Plan (BSIP) Update report for the detail of how the funding is being allocated.
- 1.5 This appendix / project approval is for the Network Enhancement and Superbus scheme:
 - “Superbus” – network enhancements (£10,600,000) which will include:

- Interventions on specific travel routes which will facilitate increased frequency of bus services alongside bus priority measures that will improve journey times.
- Network Enhancements (£18,500,000) including new and enhanced bus services which will:
 - Expand the frequency of some services to run every 15 minutes or quicker.
 - Extend the times that services run to start earlier in the morning and to continue later into the evenings.
 - Improve the regularity of less frequent services.
 - Improve provision of services in more rural and economically disadvantaged areas.

1.6 When this scheme received approval to proceed through decision point 2, strategic out outline case (SOC) from the Transport Committee on 26 May 2023, delivery was to be divided into four tranches:

- Tranche 1 - Network protection and 'quick win' enhancements
- Tranche 2 - New connections and further enhancements
- Tranche 3 - Development pot for currently undeveloped suggestions
- Tranche 4 - Enhanced Bus Services (Superbus schemes)

1.7 This scheme now comes forward seeking approval to revise the Halifax to Huddersfield Superbus proposal, to take account of cost increases for delivery and ensure improved services and frequencies can be delivered. The proposals now also include provision of a Wakefield Superbus scheme to ensure all districts in West Yorkshire has a Superbus scheme; this will focus on enhancing services in the Altofts and Normanton areas with better links to Pinderfields.

1.8 To fund this, approval is sought to draw down £3,168,245, which will bring the total approval to £11,166,679. The total scheme costs remain unchanged.

Outputs and Outcomes

1.9 The Superbus proposals will feed into the overall scheme outcomes, which are:

- Increase bus patronage (to support the BSIP target of 15% by 2025 and 30% by 2030).
- Increase passenger satisfaction with the local bus network (to support the BSIP target of 7.5/10 by 2025 and 8/10 by 2030).
- Stabilise and grow the local bus network (increased mileage and reduced service cuts year on year).
- Improved housing accessibility via the core bus network (to support the BSIP target of 55% by 2025, 65% by 2030).

- Improved employment accessibility via the core bus network (to support the BSIP target of 60% by 2025, 70% by 2030).
- Deliver new bus services, which includes enhanced bus service routes.
- Deliver enhancements to existing bus services, which includes enhanced bus service routes.
- Reinstate previously withdrawn bus routes where possible.

Tackling the Climate Emergency Implications

- 1.10 A Stage 1 carbon impact assessment of the scheme was undertaken for the Strategic Outline Case. This highlighted positive changes in terms of air quality and greenhouse gas emissions as a result of the new and enhanced services encouraging people to travel by bus rather than private car. On going and more detailed assessments will be undertaken throughout the development of this scheme and will be included at decision point 4 full business case (FBC).
- 1.11 The scheme aims to contribute to tackling the climate emergency by creating improved and more attractive bus services to encourage more people to travel by bus more often, rather than private car to help reduce carbon emissions.

Inclusive Growth Implications

- 1.12 The scheme will support inclusive growth by providing new, integrated bus services which aims to meet the needs of everyone, particularly for economically and socially deprived communities. This will enable more people to have better access to good, high quality employment opportunities.
- 1.13 Better bus accessibility and connectivity will also enable more people to access education and training opportunities, especially for younger people and those on low incomes, contributing to the enhancing of productivity for the region. An increased number of bus services and/or buses running for greater durations of the day will also contribute to enabling the creation of more jobs locally.
- 1.14 The scheme will particularly benefit those without access to a car, as it will provide an improved travel option to access homes, places of employment, education, training, leisure and other social value opportunities that are available.

Equality and Diversity Implications

- 1.15 An Equality Impact Assessment (EqIA) has been undertaken for the scheme and equality and diversity impacts taken account of as part of the development of the scheme and in the business case development.
- 1.16 It was noted that the following groups with Protected Characteristics will experience a positive impact from the scheme:
- Age - positive impact on older and younger people who tend to use public transport more than other age groups. Improved connectivity of

services throughout the day and in evenings and weekends will be particularly beneficial to those age groups too.

- Disability - this group, generally, has an increased reliance on public transport so the improvements are likely to have positive benefits including reducing the impacts of loneliness and opening up access to employment, leisure facilities and health appointments.
- Race – minority ethnic groups are more likely to live in neighbourhoods that are classed as deprived and, on average, make more trips by bus. As such improvements are likely to have positive benefits.
- Sex/Gender – women are statistically more likely to use public transport than men, as such this group will be more positively impacted by the scheme.

Consultation and Engagement

- 1.17 This scheme has been developed in consultation with internal and external stakeholders including the Combined Authority's transport services and delivery teams, members of the West Yorkshire Bus Alliance and local politicians, as well as using analysis of customer insight and intelligence gained through previous consultation and research exercises. However, specific engagement or public consultation relating to the proposed additional Superbus route has not happened at this stage.

Risks

- 1.18 The scheme risks and mitigations are:

- Projects within the BSIP scheme are costing more than originally anticipated, and there is a risk that the programme may be unable to deliver all the planned outcomes. This will lead to dissatisfaction amongst passengers and the general public alongside reputational damage to the Combined Authority.

To mitigate this the recently announced £13,300,000 of additional BSIP funding could be used to support any unanticipated cost increases.

- Lack of capacity within the Combined Authority's delivery team risks delays to the bus network delivery. This risks stakeholder dissatisfaction leading to reputational damage as well as passengers not realising benefits of the scheme sooner.

This will be mitigated by ongoing review of the BSIP programme and ongoing monitoring of resource and capacity needs alongside regular engagement with wider teams to understand capacity to contribute can mitigate this.

- There is a risk that the Wakefield Superbus scheme will not fully meet ambitions. This is due to the current lack of clarity around the full scope, increasing the risk that costs are much higher than anticipated.

This will be mitigated through ongoing discussions with the relevant operator to ensure that the scope and budgets are clearly defined alongside ongoing monitoring of costs and spending.

Costs

- 1.19 At its meeting on 26 May 2023, the Transport Committee (decision point two, strategic outcome case (SOC) gave indicative approval to the total scheme costs of £29,100,000, consisting of £18,500,000 for the Bus Network Plan and £10,600,000 for Enhanced Bus Services (now Superbus).
- 1.20 Delivery costs of £6,228,434 were approved for the delivery of Tranche 1 (£3,000,000) and the first Superbus schemes (£4,228,434), taking the total approval to £7,998,434.
- 1.21 Approval is now sought for a further £3,168,245 taking the total approval to £11,166,679. This is comprised of the following:
- Up to £2,000,000 to deliver the Wakefield Superbus scheme.
 - An additional £1,168,245 to deliver the revised Halifax to Huddersfield Superbus scheme, increasing the budget from £1,469,527 up to £2,637,772.
- 1.22 The Combined Authority will provide funding to the bus operators, by using existing contractual arrangements, for expenditure of up to £11,166,679 from the Bus Service Improvement Plan Revenue funding.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
Decision Point 4 (FBC)	Recommendation: Combined Authority's Portfolio Investment Panel Decision: Chief Executive	16/04/2024
Decision point 5 (delivery)	Recommendation: Combined Authority's Portfolio Investment Panel Decision: Outcome Director	31/03/2025

Other Key Timescales

- 1.23 Other key timescales are:
- Implementation of Tranche 1, and Halifax to Huddersfield Superbus – February 2024.
 - Implementation of Wakefield Superbus – May 2024.
 - Implementation of Tranche 1.5 – July 2024.
 - Implementation of Tranches 2 & 3 – from October 2024.

Assurance Tolerances

1.24 The previous approvals and assurance tolerances set are outlined below:

Control area	Baseline Tolerance approved by the Combined Authority at DP2	Baseline Approval by the Combined Authority at DP	Requested Change Request Approval	Within tolerance?
Date	26/05/23		29/01/24	
Total Cost	£29,100,000		£29,100,000	
Combined Authority Funding	100%	£29,100,000	£29,100,000	Y
Completion Date (DP5)	6 months	31/03/2025	31/03/2025	Y
Outputs & Outcomes	+/- 10%	As per SOC DPC	As per this report	Y

1.25 The revised assurance tolerances for the recommended approval in this report are:

Assurance tolerances
<p>Combined Authority funding remain within +10% of those outlined in this report.</p> <p>Completion/service delivery date remains within +6 months of those outlined in this report.</p> <p>Outputs remain within -10% of those outlined in this report.</p>

Appraisal Summary

1.26 The strategic importance of the scheme is noted in that it can improve the accessibility and connectivity of public bus services to employment, education and social value opportunities. The scheme can also help facilitate a shift away from private car trips to contribute to the decarbonisation of transport. The scheme therefore aligns with several national, regional and local policies and strategies.

1.27 The change request for release of additional funds appears to have primarily come forward in response to political pressures to accelerate delivery of more services, and to ensure each district in West Yorkshire has a Superbus route. Through the change request, the promoter seeks additional funding for a revision to the scope for the Halifax to Huddersfield Superbus proposal and provision of a Superbus scheme in the Wakefield district. The development of future tranches of bus improvements will be included in the forthcoming full business case for the remainder of the scheme.

- 1.28 The economic case for the overall project remains unclear. At the SOC stage it was considered that the optioneering and economic appraisal was not undertaken in a robust way. There appeared to be minimal consideration of options and it was unclear how preferred route options were identified for investment. This remains the case. Further detail is needed, to support the case for investment, including evidencing the options appraisal, stakeholder engagement and other factors considered as part of the prioritisation of schemes to demonstrate the proposals offer optimal value for money.
- 1.29 There appears to be a high level of uncertainty around scheme costs. The revised scope and cost of the Halifax to Huddersfield Superbus proposal demonstrates this and so there is a risk regarding what the remaining funding can/will deliver.
- 1.30 The scheme elements that were approved for delivery at SOC stage have not been delivered yet (it is anticipated they will be delivered by February 2024). It is mentioned that the change will better ensure that bus services can be introduced and/or enhanced sooner and mitigate against delays to the overall delivery of the programme, with the proposals to be implemented prior to the March 2025 (Decision Point 5) delivery date previously set out.

Recommendations

- 1.31 Please refer to the main report.

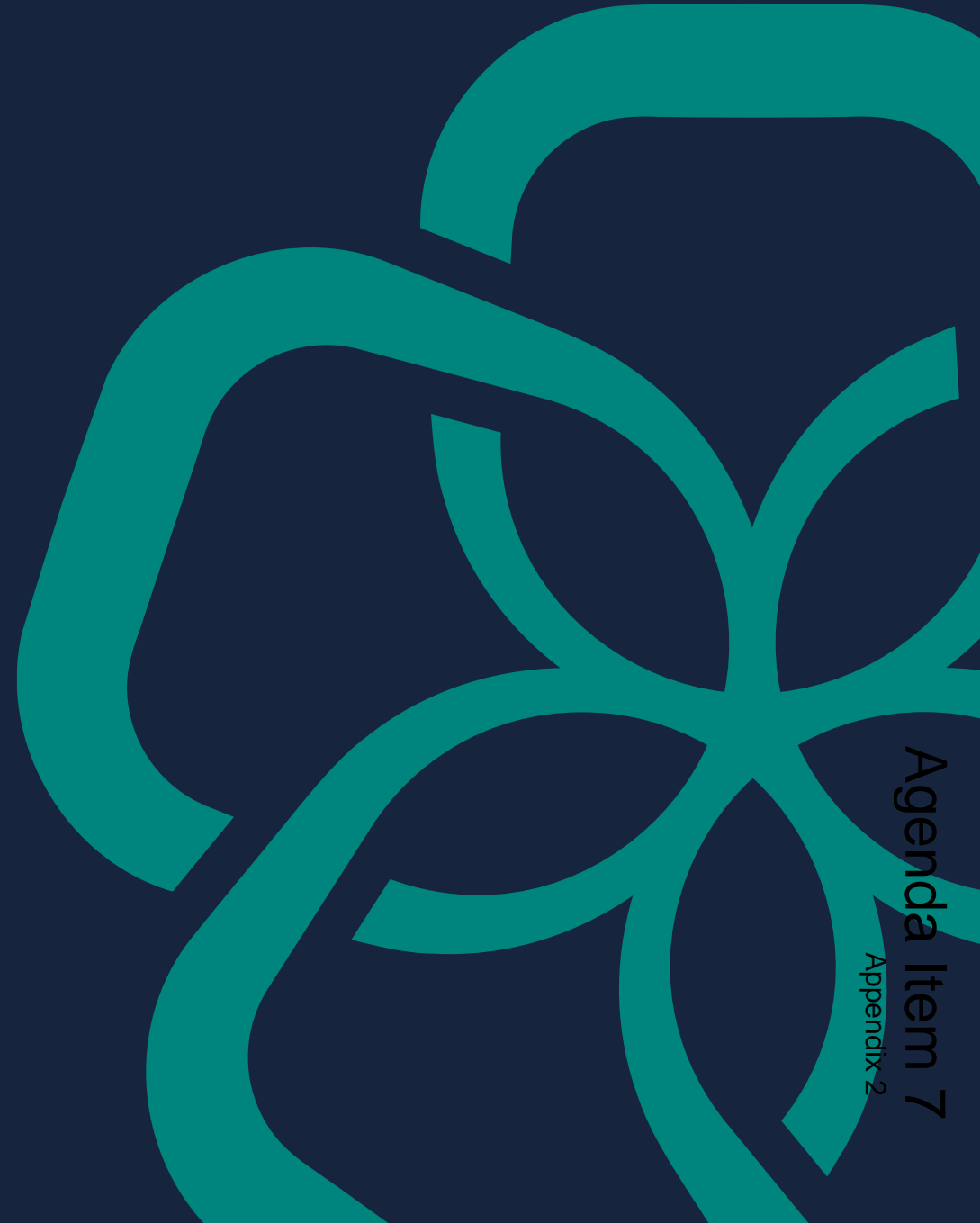


West
Yorkshire
Combined
Authority

Tracy
Brabin
Mayor of
West Yorkshire

65

Mayor's Fares On-Line Panel Survey October 2023 Results



Agenda Item 7
Appendix 2

Background

The Combined Authority commissioned an on-line panel survey to gain some insight into West Yorkshire Residents' use and perceptions of the £2 single and £4.50 fare caps (Mayor's Fares) that were introduced on 04 September 2022.

The survey was conducted from 12 to 24 October 2023 to represent one year on from the launch and 1,028 responses were received from residents aged 19 to 65.

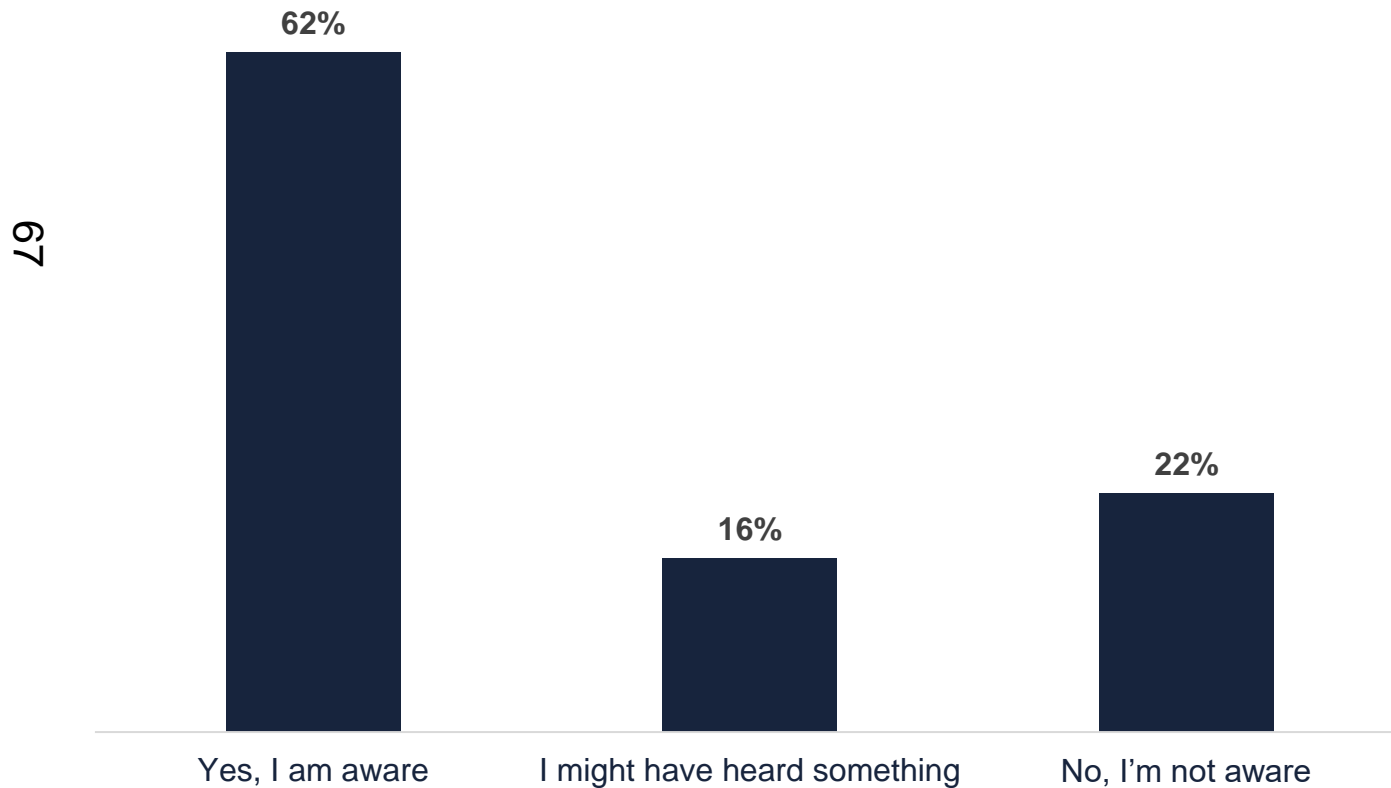
The age range 19 to 65 was chosen to encompass the target audience for turn-up-and-go Adult fares.

Mayor's Fares - On-Line Panel Survey - October 2023 Results



Awareness: 62% said they were aware of Mayor's Fares, and a further 16% might have heard something about them

Awareness: Are you aware of Mayor's Fares
(a £2 fare cap for single journeys and £4.50 for the day)?



Frequency of bus use	Awareness of Mayors fares
Regular users at least once a week	78%
Occasional users less than once a week but at least every 2 or 3 months	63%
Non-users either never uses or uses very rarely	36%

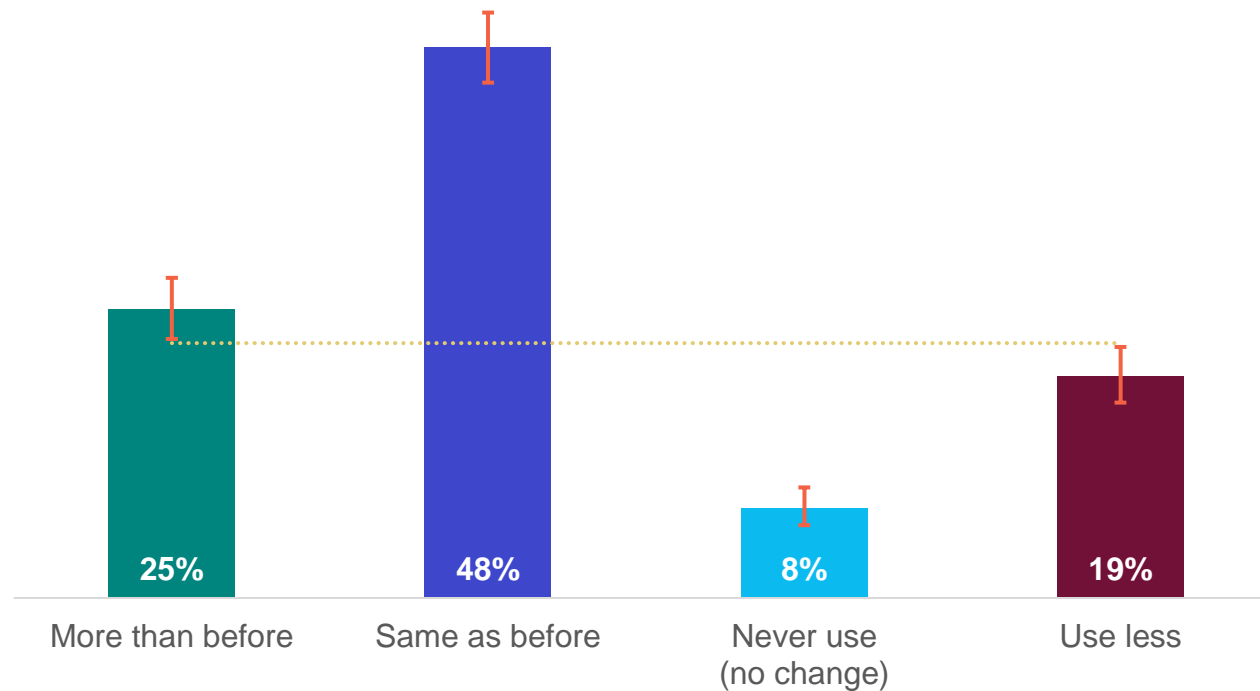
Q: Are you aware of Mayor's Fares (a £2 fare cap for single journeys and £4.50 for the day)? Weighted Base: All Respondents: 1028 weighted

Bus use: 25% of respondents are using buses more than before Mayor's Fares, with an overall net gain in bus use

- The difference between the share of respondents reporting increased use vs decreased bus use is small but statistically significant*.

Bus Use: Compared With Before September 2022
(before Mayor's Fares)

89



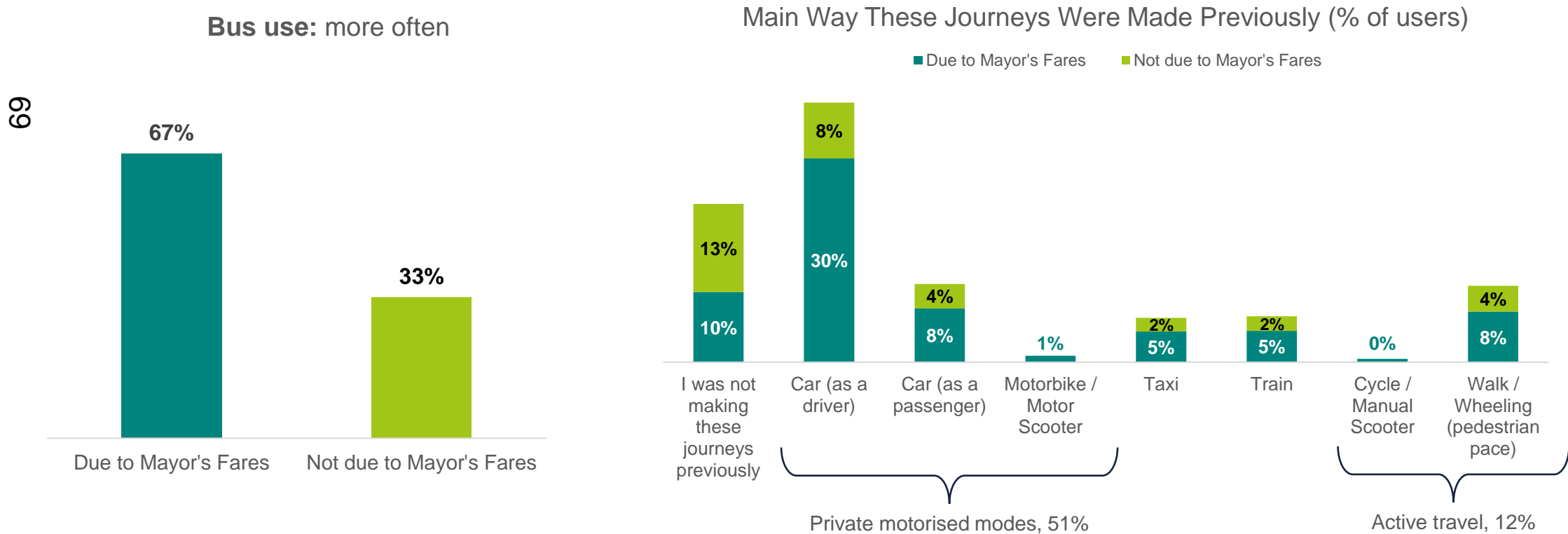
Q: How often do you use buses in West Yorkshire? Q: Compared to before September 2022, are you using buses in West Yorkshire [same, more or less]? Weighted Base: All Respondents: 1028 weighted.

*significant refers to statistical significance at the 95% level using the Wilson Score method

Mayors Fares & Bus Use: Of those who said they were using bus more often, two-thirds said this was due to Mayor's Fares



- Of **25%** of overall sample who said they were using the buses more, **67%** said this was due to Mayor's Fares
- Half of respondents who now use the bus more often have shifted from using private motorised modes



Q: You have said you are using the bus more often, is this due to Mayor's fares? Weighted Base: 258

Q: You have said you are using the bus more, which was the main way you made these extra bus journeys previously? [Single select] Weighted Base: 258

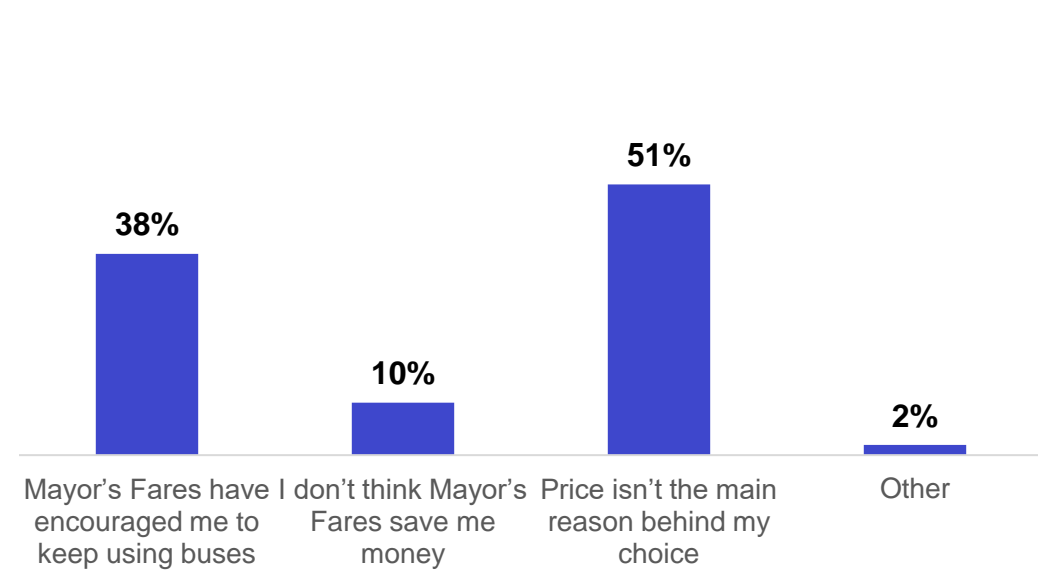
Mayors Fares & Bus Use: 38% those who use the bus the same amount as before Mayors Fares said that it has encouraged them to keep using buses



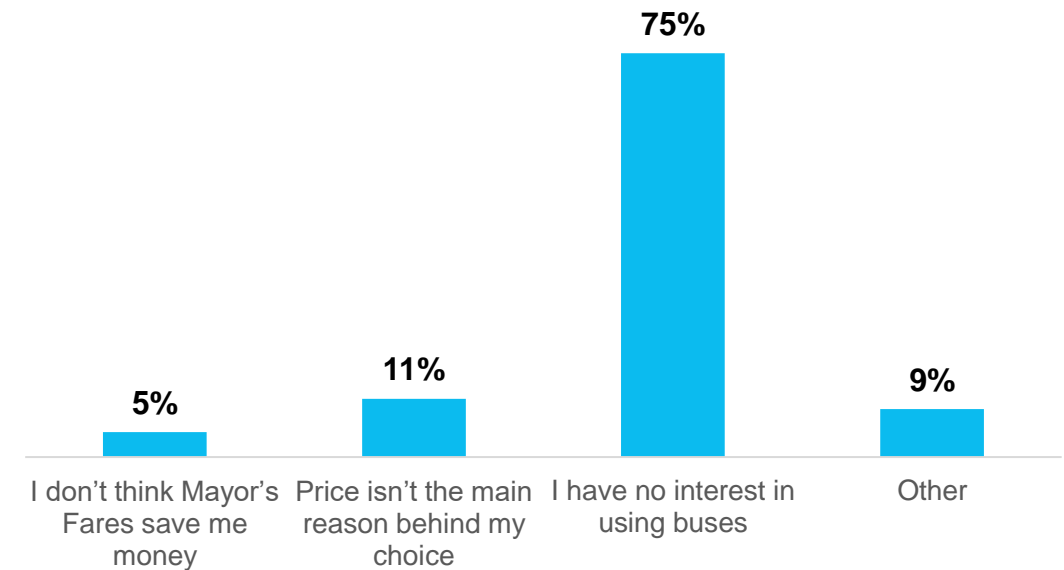
- **48%** of the overall sample said they were using buses the same now about as before Mayors Fares. Out of this group **38%** said that Mayor’s Fares have encouraged them to keep using buses, while over half said that price isn’t the main reason behind their choice.
- **8%** of the overall sample said they never use the bus. Of this group, the majority (**75%**) said they have no interest in using buses (equivalent to **6%** of all respondents).

Bus use: same as before

70



Bus use: Same amount (never use)



Q: You have said that you use the bus the same amount as now as before Mayor’s Fares, which of the following statements best reflects your view.
 Weighted Base 572, of which 492 use rarely, occasionally or regularly, and 80 never use

Mayors Fares & Bus Use: Change in study or work, personal circumstances, or health account for over half of respondents who use buses less often

More than before, 25%

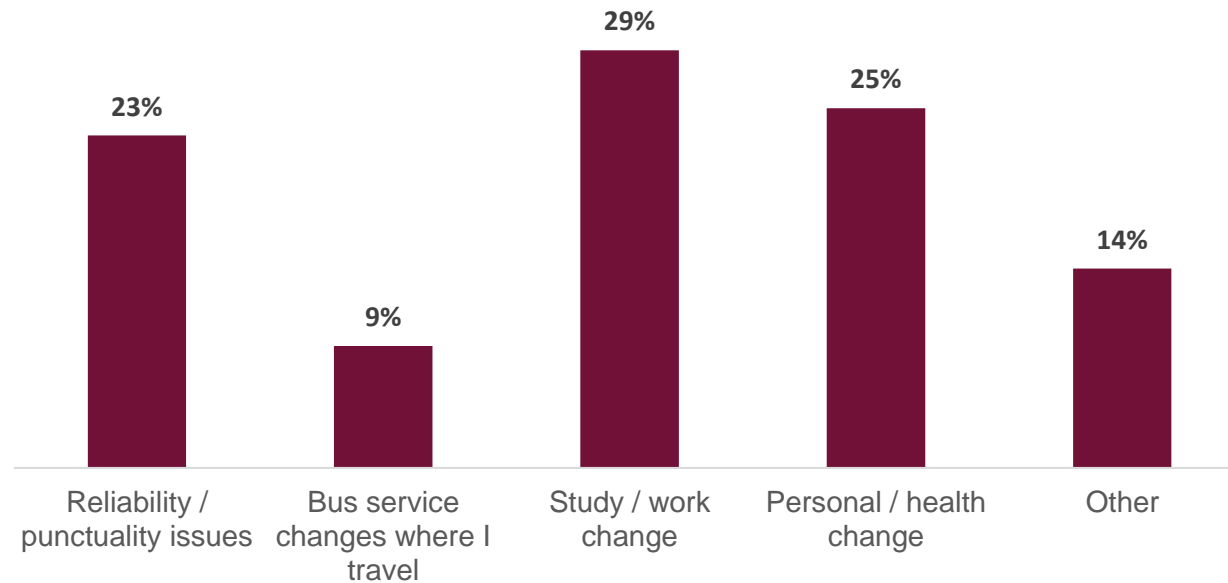
Same as before, 48%

Never use (no change), 8%

Use less, 19%

- Four pre-coded options were designed to elicit motivation for reduced bus use. Service issues account for **32%** of respondents using buses less. Changes to work, study, personal circumstances, or health make up **54%** of respondents.
- The remaining **14%** use the bus less for other reasons, including nearly **10%** who show an outcome of increase in car use, but not the motivation behind it.

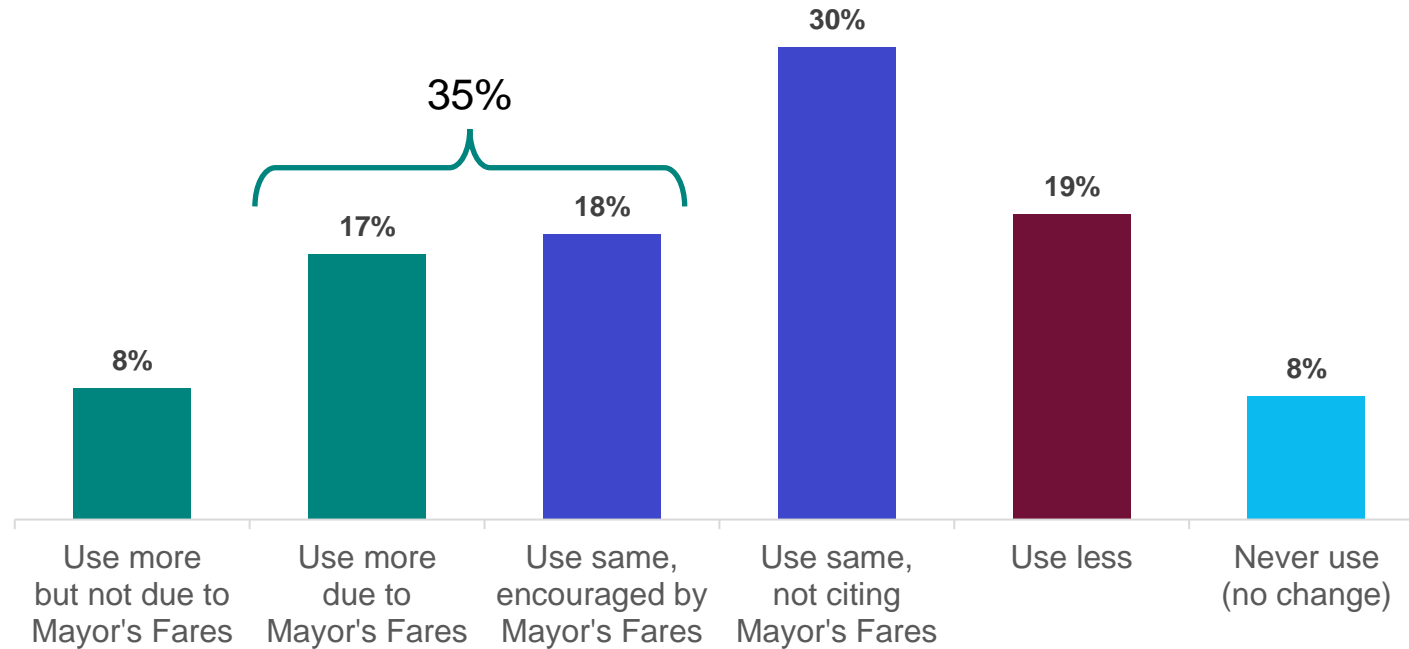
Bus use: less often



71

Mayors Fares & Bus Use: 35% of respondents are either using buses more or are encouraged to keep using buses due to Mayor's Fares

Bus Use: Now Compared with Before September 2022 and Influence of Mayor's Fares

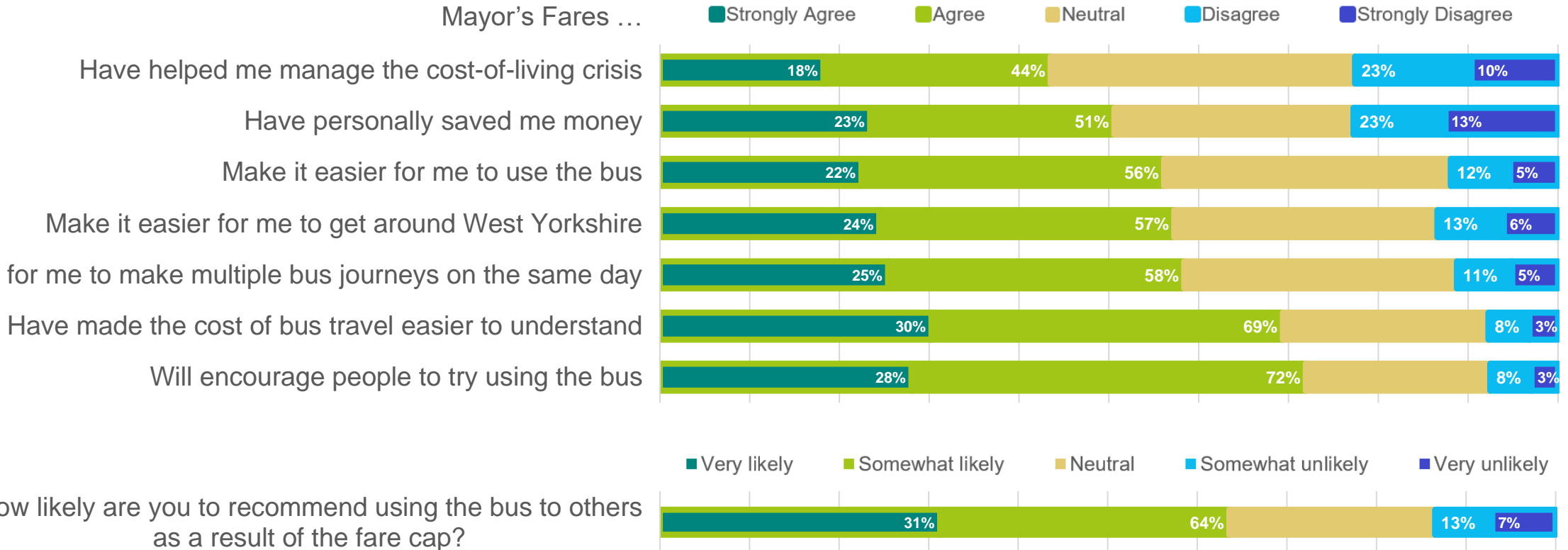


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Q: How often do you use buses in West Yorkshire? Q: Compared to before September 2022, are you using buses in West Yorkshire [same, more or less]? Q: You have said you are using the bus more often, is this due to Mayor's fares? Q: You have said that you use the bus the same amount as now as before Mayor's Fares, which of the following statements best reflects your view. Weighted Base: All Respondents: 1028 weighted

Mayors Fares Impact: 72% agreed that Mayor's Fares will encourage people to try using the bus and 69% said Mayors Fares had made the cost of bus travel easier to understand

73



Q: How much do you agree or disagree with the following statements about the Mayor's Fares?

Q: Overall, how likely are you to recommend using the bus to others as a result of the fare cap?

Weighted Base: All Respondents: 1028 weighted

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Report to:	Transport Committee
Date:	29 January 2024
Subject:	West Yorkshire Local Transport Plan (LTP) Update
Director:	Simon Warburton, Executive Director Transport
Author:	Liz Bennett, Policy Manager

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	
Are there implications for equality and diversity?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

1. Purpose of this Report

- 1.1 To update Transport Committee on the development of the West Yorkshire Local Transport Plan revised programme, co-development with district partners and engagement and consultation approach.

2. Information

West Yorkshire Local Transport Plan

- 2.1 The Combined Authority and District partners are currently co-developing a new West Yorkshire Local Transport Plan (LTP) to be presented for adoption by mid-2025. This will be the new statutory LTP4 for West Yorkshire, the last plan being the 2040 West Yorkshire Transport Strategy adopted in 2017.
- 2.2 Transport is a crucial part of our recently published West Yorkshire Plan vision ‘a brighter West Yorkshire – a place that works for all. An engine room of ideas and creativity, where anyone can make a home’. With ‘a well-connected West Yorkshire – a strong transport system being one of our key missions. By 2040 we will have:
- A sustainable, accessible transport system;
 - Reliable and affordable buses, trains, and mass transit;

- A region with healthy people where active travel is the easiest choice for short journeys, car usage is reduced, and the first choice for travel is public transport.

West Yorkshire Local Transport Plan Programme Update

2.3 Legal advice has been sought to ensure that due process is followed to deliver a legally sound plan and to help define the role of an updated LTP in supporting Mass Transit programme delivery. A revised LTP programme for the presentation of a new LTP for adoption in mid-2025 is currently being developed, based on the following key points from the legal advice.

- A two-stage consultation on LTP represents the lowest risk approach to overall programme delivery. This means a stage one consultation on the vision, objectives and high-level policy framework, and a stage two consultation on the full LTP “preferred approach” document.
- Co-ordination and where desirable, alignment, of the LTP and mass transit consultations is highly desirable to ensure there is consistency between the two consultations to the public and stakeholders.

LTP Co-development Stage 1 – Setting the Strategic Ambition

2.4 The LTP programme builds on the recent engagement and consultation undertaken on both bus, mass transit and rail, as well as climate and the environment. Central to the LTP programme is, recognising the strong intention of the Combined Authority and the five West Yorkshire district partners to pursue one integrated transport strategy for West Yorkshire. It is intended to prepare the LTP as a co-developed, jointly endorsed transport plan. The first phase of the LTP co-development is currently underway with district partners, focussing on the strategic ambition and building consensus on the vision and objectives of the new LTP.

2.5 The key LTP programme output from stage 1 is a co-developed West Yorkshire LTP vision, objectives, and high-level policy public consultation document for mid-2024. This will form the basis of the first of the two proposed public consultations on the new LTP. This must be a document that connects with the people of West Yorkshire, while delivering on the West Yorkshire Plan, Bus Reform and Mass Transit programmes. Integral to the co-development of the new LTP will be a people first, outcome-based approach, which responds to our diversity of place, and embeds EDI, Health and our Vision Zero approach to Road Safety throughout the plan. The key LTP programme building blocks under development for first public consultation document include the LTP evidence base, vision, future scenarios and the logic model to understand the interventions required to achieve the vision set.

2.6 Understanding people, communities, and function of places now and into the future is key to planning an effective and efficient transport system. The new LTP vision must help

deliver a transport network that serves the real needs and wants of the people who live in West Yorkshire. The co- development of LTP Theory of Change logic map with district partners will build consensus on our future Vision and Objectives for transport across West Yorkshire. This process will simply and visually set the case for the LTP in term of Inputs, Outputs, Outcomes, and Impacts, which will form the basis for the LTP Phase 1 Vision and Objective consultation document.

LTP Co-development Stage 2 - Building Consensus Around a New Policy Framework

- 2.7 Our aim in building a truly integrated transport system is to make travel around West Yorkshire as accessible as possible to every community. So, no matter where you are, wherever you're heading to, or whatever reason for your journey – you can rely on the regions transport system to get you there. The fact is, to make West Yorkshire Transport System fit for the future there is work to be done. Work is already underway through the Bus Service Improvement Plan, Mass Transit Vision, Rail Strategy, Shared Transport Strategy and emerging Active Travel Strategy. The new LTP will need to provide the policy framework to deliver on our vision for integrated transport across West Yorkshire.
- 2.8 The LTP also needs to support district partners in relation to their statutory functions as the Local Highway Authority (Highways Asset Management, Network Management and Road Safety), and as the Local Planning Authority. The LTP Phase 2 Co-development with district partners will take place through a number of workstreams including;
- Integrated Transport
 - Bus, Mass Transit and Rail
 - Highways/Roads
 - Shared Transport, Active Travel and Public Realm
 - Asset Management
 - Implementation Plan
 - Monitoring and Evaluation
- 2.9 The LTP needs to provide the policy framework to help deliver our BSIP Objectives, which are centred on the following strategic priorities: A safe and inclusive bus system – a bus service that is fully accessible which is designed with passengers in mind. Better connected communities – a bus service which connects communities across the region – particularly areas of high deprivation and rural areas – ensuring access to employment, education and leisure opportunities. Decarbonisation and integrated, sustainable travel – supporting the Combined Authority's net zero carbon economy by 2038 through enabling modal shift and embedding a zero-carbon transport network.
- 2.10 Mass Transit will provide the missing link in our transport system, providing fast, high capacity and direct connectivity that reflects our 21st century footprint for growth. It will link major current and future employments sites, areas of significant new housing, Park and Ride sites and areas of regeneration, as well as connecting with other modes within the network. The LTP will need to provide a new statutory transport policy framework to

help facilitate the benefits of the Mass Transit programme alongside the development of planning policy related to Mass Transit, e.g. Local Plan Policies, route alignment Area Action Plans and Supplementary Planning Documents.

3. Tackling the Climate Emergency Implications

- 3.1 One of the aims of the updated West Yorkshire LTP is to help facilitate the decarbonisation of the transport sector, as well as encourage more travel by walking, cycling, bus and other sustainable modes in order to help tackle the climate emergency.

4. Inclusive Growth Implications

- 4.1 One of the key aims of the updated West Yorkshire LTP will be to improve connectivity and support the region's inclusive growth ambitions.

5. Equality and Diversity Implications

- 5.1 Supporting Equality and Diversity through ensuring the transport is attractive, inclusive and accessible for all is a key aim of the updated West Yorkshire LTP. Public engagement will prioritise engaging with seldom heard groups and, where possible, obtaining data on protected characteristics from participants, in order to strengthen the insights, it provides to support Equality and Diversity.

6. Financial Implications

- 6.1 There are no financial implications directly arising from this report.

7. Legal Implications

- 7.1 There are no legal implications directly arising from this report.

8. Staffing Implications

- 8.1 There are no staffing implications directly arising from this report.

9. External Consultees

- 9.1 No external consultations have been undertaken.

10. Recommendations

- 10.1 That the Transport Committee endorse a two-stage approach to consultation.
- 10.2 That the Transport Committee note the development of the second phase of the LTP and continued co-development of the Local Transport Plan with the district partners led by the Combined Authority to be presented for adoption by mid-2025.

11. Background Documents

There are no background documents referenced in this report.

12. Appendices

None.

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