

TRANSPORT SCRUTINY COMMITTEE

**MEETING TO BE HELD AT 10.00 AM ON THURSDAY, 10 MARCH 2022
IN COMMITTEE ROOM 1, WELLINGTON HOUSE, 40-50 WELLINGTON
STREET, LEEDS, LS1 2DE**

There will be very limited capacity for observers of the meeting. If you would like to attend to observe the meeting in person, please email: governanceservices@westyorks-ca.gov.uk to request a place, clearly stating the name, date and start time of the committee and include your full name and contact details, **no later than 24 hours before the meeting begins**. Please note that the pre-booked places will be allocated on a 'first come, first served' basis and once pre-booked capacity has been reached there will be no further public admittance to the meeting. On receipt of your request, colleagues will provide a response to you.

A G E N D A

- 1. APOLOGIES FOR ABSENCE**
To note apologies for absence and confirm **the quorum of 11 members is met.**
- 2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS**
- 3. POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC**
- 4. MINUTES OF THE LAST MEETING HELD ON 18 NOVEMBER 2021**
(Pages 1 - 6)
- 5. NOTES OF THE INFORMAL MEETING HELD ON 20 JANUARY 2022**
(Pages 7 - 10)
- 6. CHAIR'S COMMENTS AND UPDATE**

- 7. TRANSPORT COMMITTEE REVIEW**
(Pages 11 - 36)
- 8. BUS SERVICE IMPROVEMENT PLAN AND ENHANCED PARTNERSHIP UPDATE**
(Pages 37 - 44)
- 9. RAIL UPDATE**
(Pages 45 - 60)
- 10. BEHAVIOUR CHANGE**
(Pages 61 - 66)
- 11. TRANSPORT SCRUTINY WORK PROGRAMME**
(Pages 67 - 82)

Signed:

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

**Managing Director
West Yorkshire Combined Authority**

MINUTES OF THE MEETING OF THE TRANSPORT SCRUTINY COMMITTEE HELD ON THURSDAY 18 NOVEMBER 2021 AT COMMITTEE ROOM 6/7, LEEDS CIVIC HALL

Present:

Cllr Amanda Parsons-Hulse (Chair)	Calderdale Council
Cllr Peter Caffrey (Deputy)	Calderdale Council
Councillor Harry Ellis	Wakefield Council
Councillor Stephen Fenton	City of York Council
Councillor Jackie Ferguson	Wakefield Council
Councillor Dot Foster	Calderdale Council
Councillor Sharon Hamilton	Leeds City Council
Councillor Anthony Smith	Kirklees Council
Councillor Nic Stansby	Wakefield Council
Councillor Ruth Wood	Bradford Council
Councillor Paul Wray	Leeds City Council

In attendance:

Khaled Berroum	West Yorkshire Combined Authority
Helen Ellerton	West Yorkshire Combined Authority
Dave Pearson	West Yorkshire Combined Authority

1. Apologies for absence

Apologies for absence were received from Councillors Donald Firth, Robert Finnigan, Yusra Hussain and Luke Majkowski.

The meeting was confirmed as quorate, with 11 members present out of 11 needed for quorum, after a 10-minute delay.

2. Declarations of Disclosable Pecuniary Interests

There were no declarations of disclosable pecuniary interests.

3. Possible exclusion of the press and public

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

4. Notes of the inquorate meeting held on 23 September 2021

Resolved: That the notes of the inquorate meeting held on 23 September 2021 be noted and entered as public record of what was discussed.

5. **Scrutiny and governance arrangements**

The Committee considered a report of the Statutory Scrutiny Officer outlining membership changes since the last meeting and amendments to Scrutiny Standing Orders section on substitute rules to be proposed to the Combined Authority on 9 December.

The Chair welcomed new member Cllr Jackie Ferguson, representing Wakefield Council, to the committee.

Resolved: That the report be noted.

6. **Chair's update and comments**

The Committee received a verbal update from the Chair on her activity since the last meeting and a number of matters, including:

- The three Scrutiny Chairs have written a joint letter with Mayor Tracy Brabin to the Secretary of State for Levelling Up, Housing & Local Government, Michael Gove, asking him to consider lowering statutory quorum requirements for combined authority scrutiny and allowing remote or hybrid meetings.
- Following up on queries raised by members at the previous meeting, or afterwards via email, with the Mayor and directors – including safety on buses, shortage of bus drivers and its effects on service reliability, disabled peoples' passes, experience of neurodiverse and refugees inability to access public transport.
- Meeting with Mayor Brabin 1-1 to discuss the transport scrutiny workplan and the committee's plans for the year. The Mayor expressed support for scrutiny's critical friend role and is very keen for scrutiny to have early sight of developments in transport for maximum transparency and accountability.

Resolved: That the Chair's verbal update be noted.

7. **Transport Scrutiny Work Programme 2021/22**

The Committee considered a report of the Statutory Scrutiny Officer outlining the 2021/22 Work Programme which was based on the discussion held at the previous inquorate meeting and subsequent conversations with directors and heads of service.

The Chair also reminded members that the next meeting scheduled for 20 January 2022 would primarily feature a Mayor's Question Time session during which members will be able to question the Mayor on her transport pledges, policies and performance. A virtual workshop will be held a few weeks before the meeting for members to agree topics and questions.

Resolved: That the appended 2021/22 Work Programme be approved.

8. **Bus Service Improvement Plan**

The Committee considered a joint report of the Director of Transport & Property Services and Director of Policy & Development providing an overview of the Bus Service Improvement Plan (BSIP) which was submitted to the government in October 2021 and a general update on bus related matters including bus franchising, a bus network update, and Metro branded services and activity.

The Chair noted the Government's announcements regarding the future of high speed and integrated rail projects in the region and asked that officers provide a note to scrutiny members on the impact when they complete their analysis.

It was also agreed that scrutiny members would receive:

- the regular transport network updates submitted to Transport
- more information on a recent Wakefield Council pilot scheme which promoted pupils travelling to school on foot or by bus.
- more information on work being undertaken at City of York Council on behaviour change as part of their own BSIP.

Discussion took place around the following topics:

1. **Implementation date and numerical targets:** The 2027 implementation goal is a long way away for many of the older generation that currently rely on buses the most. The numerical targets for the BSIP were ambitious and the key behavioural drivers for getting passengers back onto public transport would need to be explored in more detail and prioritised alongside other drivers such as price and liability.
2. **HGV and bus driver shortage:** The delay in licensing and testing is an issue at the moment with some driver reporting not being able to find work – on certain routes – at the moment. Bus companies reported no shortage in people applying to become bus drivers, but there has been a delay in getting drivers on the road.
3. **Digital accessibility and information:** The increasing reliance on QR codes and digital methods for bus services and information risks disenfranchising older transport users. Paper distribution and printing was largely reduced and discontinued in the past for efficiency reasons (can't be updated as regularly), cost reasons as well as due to challenges from the pandemic. There are plans to reintroduce them more often for accessibility reasons. In other areas such as the AccessBus it is bookable by phone only – recognising the need for access.
4. **Audio-visual accessibility on buses:** Accessibility for people with audio and visual needs requires improvement. The systems need to be developed and used further to improve. All new buses were equipped with audio-visual technology as standard, similar to most trains, and some older buses are being retrofitted where possible.

5. **Demand led transport services:** A demand-led pilot called FlexiBus is ongoing in East Leeds, a bookable system service using 7 fully accessible electric vehicles. Demand led services could solve a lot of problems being faced by older and rural based passengers or areas which are near employment zones but lack strong connectivity. If left to the market, people would commonly use demand-led modes like taxis for shorter 'sideways' journeys to a GP or hospital, but buses towards city centre or between towns. FlexiBus has been running successfully for 2 months, attracting strong demand while remaining within capacity. Although the pilot seemingly popular and efficient, the demand-response nature of the scheme means it would likely not be a big revenue generator and always require public subsidy. Data and use will be analysed internally and make a full report in latter half of 2022 outlining all findings, performance, risk and costs.
6. **Mcard and general ticketing pricing:** The possibility and demand for greater suite of family ticket packages and the potential for a review of pricing to encourage family use of public transport on daily journeys E.g. a parent and their children, rather than separate payments. People using the Mcard mobile app are more likely to select lesser known ticket products as they can see the full range, unlike someone getting onto a bus who needs prior knowledge. More work needs to be done to promote certain products.
7. **Connectivity and planning:** Historically bus routes and public transport in general were designed based on going into city and town centres, and between cities. There's a need for a greater focus on intracity connectivity between urban and rural, and linking routes and corridors to behaviour and other needs, such as employment and the health system and leisure – which people currently rely on taxis for – which have historically been underestimated. There is a need to consider transport links and risks more strongly in planning applications for employment, health and housing sites. Members know their wards best and could be involved in the consultation stage of planning schemes if it affects transport in their ward. There is also the matter of cross-authority consultation as transport is across areas, York and West Yorkshire and North Yorkshire all share transport corridors in employment and housing.
8. **Zero emission fleet:** The BSIP commits the region to a zero emissions fleet. The current focus is on electric due to national government focus and funding, but other options such as hydrogen are being explored for the long term as well. Although the market is transitioning to more renewable, the public sector must invest in it if its to be done quicker and by target.
9. **Promotion of public transport in schools:** Behaviours, habits and mentality is often set at a young age. In areas such as London which embed public transport use early in the city's culture, more young people grow up to use it. The Combined Authority was in consultation with local schools in relation to the promotion of public transport and encouraging the use of the ticketing schemes for families and the

young. Some areas, such as Wakefield, have trialled schemes encouraging parents and children to use public transport (or walking) to school, getting the support of parents in it. Difficult to reach all schools in engagement due to the number, but there is marketing of buses as a mode and ticketing products – but could always improve, and could be a role for Members, especially those who are also school governors.

10. **Behaviour change:** Behaviour change is a vital area of further enquiry, if public transport use, including buses, is to be increased and improved. A recent British Psychologists Associations report showed that most people want to travel sustainability but don't feel its practical. Even if all infrastructure is built and improved and everything is zero emissions, if people are not using them for whatever reason, then their value is diminished. Motivational drivers can be identified and habits can be formed.

Resolved:

- i) That the report be noted and the Committee's feedback and conclusions be considered further.
 - ii) That a note providing an update and analysis of the impact of the Government's high speed rail announcements on the West Yorkshire region and the Combined Authority's plans, projects and strategies.
9. **Date of the next meeting – 20 January 2022, Mayor's Question Time**

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Notes of **Informal Consultative Meeting** of the Transport Scrutiny Committee (Mayor's Question Time) Meeting held on 20 January 2022 via Zoom

Item 1 – Welcome and apologies

Attendees (15): Councillors Mohsin Hussain, Ruth Wood, Peter Clarke, Peter Caffrey, Amanda Parsons-Hulse, Dot Foster, Donald Firth, Yusra Hussain, Anthony Smith, Robert Finnigan, Paul Wray, Sharon Hamilton, Harry Ellis, David Jones (substitute), Stephen Fenton.

Apologies (1): Councillor Jackie Ferguson.

In attendance: Tracy Brabin (Mayor), Dave Pearson, Helen Ellerton, Khaled Berroum, Hannah Scales

Item 2 – Declarations of Disclosable Pecuniary Interests

None.

Item 3 – Possible exclusion of the press and public

None.

Item 4 – Minutes of the meeting held on 18 November 2021

Minutes were agreed as an accurate record.

Item 5 – Chairs comments and update

The Chair updated Members on the recent meetings of Scrutiny Chairs Steering Group where a system for project scrutiny was discussed, including criteria to prioritise projects for scrutiny in future. The Chairs welcomed any ideas or comments.

The Chair also informed Members of the 'Motorbike Live' event she attended in December and discussed how motorbikes could better be considered in future transport strategising and planning as a possible topic of further enquiry for the committee.

Item 6 – Transport network and projects update

The Chair briefly introduced the information report and invited Members to ask any questions. Clarification was sought about emergency timetables and reduced bus services and it was explained that the situation was fast-moving there was a possibility of bus companies reducing services due to the decreased patronage if funding was not secured. Updates would be provided when known.

Item 7 – Transport Scrutiny Work Programme

Members were reminded of the next meeting due to be held on 10 March 2022 and one of the key items being behaviour change, based on the committee's deliberations this year so far.

Item 8 – Mayor's Question Time, Tracy Brabin

The Chair welcomed and thanked the Mayor Tracy Brabin for attending and outlined the format of the Mayor's Question Time. The session would be split into pre-agreed topic areas and members could ask any questions under those topic areas in turn.

The topic areas were:

- Mayoral and Combined Authority transport powers
- Buses
- Mass Transit and connectivity
- Rail
- Active Travel

Following questions and discussion took place:

- **Mayoral and Combined Authority's powers:** Members noted that although the Mayor had some direct powers, relatively she had more soft power than direct. Mayors across the regions work together through the M8 and M10 groups to pool 'soft power' influence and leverage relationships in parliament and government to influence policy and decisions and secure funding. The Mayor also works alongside the 5 local council leaders and considers herself "one of a group of six" part of a collective approach, as expressed in the CA's governance structure. Members discussed which additional transport powers the Mayor might need going forward such as powers around climate change and electric bus fleet management, as well as possible rail and road powers.
- **Buses:** The FlexiBus ("demand led" bus service) pilot in East Leeds was discussed along with the importance of ensuring access to buses for people in all areas of West Yorkshire. The Mayor outlined how the Bus Service Improvement Plan planned to support West Yorkshire's rural communities, although an announcement on funding for the BSIP was still awaited. It was hoped in the meantime that the Enhanced Partnership would give the Combined Authority more insight and opportunity to influence bus companies to provide a reliable and desirable service.

The government and the Combined Authority supported bus companies during the pandemic to keep services running. The government had yet to announce how funding would continue after March and as a result bus companies are planning ahead, with possible reductions in timetabled services due to uncertainty. The Mayor confirmed she had written to bus operators about this.

It was noted that travel behaviours have changed since the pandemic and long-term impact is still being analysed. The pandemic reduced journeys, but patronage had returned back to approximately 80% of pre-pandemic patronage before the Omicron variant. This means that demand is still there initiatives such as free bus Sunday, the £1 boxing day offer and cheaper summer tickets for young people had helped in that.

Inclusivity in the network was noted as being crucial and Members noted the Network Navigation Project, including real time navigation screens on bus stops across West Yorkshire. Printed timetables (removed as a result of Covid-19) were due to be re-installed. Audio-visual information on all buses and of the telephone contact centre available for people who prefer speaking to a real person regarding buses were other changes. Improvements such as investment in 'tap in, tap out' payment systems, the disparity of pricing across the region and extra bus priority lanes mitigating delays caused by traffic were discussed.

The Mayor acknowledged the challenges in having a network focusing on a core city such as Leeds and Members were informed that Leeds specific transport funding awarded by government 5 years ago was the reason for the seemingly large number of Leeds-focused schemes being delivered compared to the other areas. The mass transit and connectivity plans hoped to bridge current gaps in connecting more areas to the network.

- **Mass Transit:** It was noted that Leeds – and by extension WY as an urban area – was the only city in Europe that doesn't have a mass transit system. Funding for a Mass Transit system was contained within the current government's manifesto and the Combined authority was given £200 million to begin work on this, following consultation and public engagement. It is key that the plan is future proof and that each individual locality had the best mode of transport for the area to enable seamless routes. The proposed mass transit system is going to the CA in March for approval. Members noted that the Mayor had written to ministers to emphasise long term nature of the project and the need for funding commitments so that future mayors and local governments could see it through to completion.
- **Rail:** The cancellation of HS2 and HS3, and its impact on the whole region and Bradford in particular, was discussed and the Mayor explained that she had written to ministers expressing disappointment at the decision and work was underway to assess the full impact and identify mitigations. Region-wide rail station accessibility and inclusivity concerns were discussed as proof of the necessity of investment in rail station infrastructure after years of seeming neglect. The Mayor expressed her support for electrification of the Calder Valley line had written to ministers but had not yet received a response.
- **Active Travel:** The importance of active travel was discussed as being vital to meet climate targets, though it was acknowledged that areas with varying topography can be more challenging to adapt for inclusive active travel. Some members detailed their experience with consultations on transport schemes and discussed the need to incentivise earlier and wider public and member participation in consultations in future. Behaviour change was identified as key to any success in this area and some ideas included investment in pavement markers and safer segregated cycle lanes.

Next meeting date – 10 March 2022, venue to be confirmed

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Report to: Transport Scrutiny Committee

Date: 10 March 2022

Subject: **Transport Committee Review**

Director: Dave Pearson, Director Transport & Property Services

Author: Richard Crabtree, Rail Development Manager

1. Purpose of this report

- 1.1 To update the Transport Scrutiny Committee on the Transport Committee Review following the Combined Authority meeting on 3 February, including proposed next steps.
- 1.2 To provide an opportunity for Transport Scrutiny Committee members to offer any further feedback before the Review is finalised at a forthcoming meeting of the Combined Authority.

2. Information

Transport Committee Review

- 2.1 At its meetings in March and April 2021 the Combined Authority agreed the principle of governance changes as part of the transition to a Mayoral Combined Authority. These changes were implemented at the Annual Meeting in June 2021. Links to the relevant papers are provided in **Background Documents** section.
- 2.2 The changes resulted in the establishment of:
 - new thematic decision-making committees, chaired by the relevant Combined Authority Portfolio Holder, and with a membership comprising relevant Constituent Council portfolio holders, LEP members and private sector and advisory members; and
 - a new 16-member Transport Scrutiny Committee, alongside Corporate Scrutiny and Economy Scrutiny committees.
- 2.3 The Transport Committee Review was initiated in the context of these changes. The agreed scope is to:
 - review the Terms of Reference of the Transport Committee and Transport Scrutiny Committee to ensure no overlap;

- review membership and arrangements to ensure distinctive roles of the two committees, and make recommendations as to changes;
 - review the role of District Consultation Sub-Committees; and
 - give options for when these changes could be brought into effect – but not impacting on any appointments made for the 2021/22 municipal year.
- 2.4 The extent of and non-discretionary nature of the Mayor’s and Combined Authority’s transport powers mean it is appropriate to consider a bespoke set of arrangements for Transport Committee different from those applying to the other thematic committees.
- 2.5 The Mayor’s and Combined Authority’s transport powers are set out in Part 3 of the Constitution of the West Yorkshire Combined Authority; a link is provided in **Background Documents**.
- 2.6 An earlier update on the Transport Committee Review, and the issues under consideration was reported to Transport Committee and Transport Scrutiny Committees at their September 2021 meetings (see **Background Documents**).

Current arrangements

- 2.7 Transport Committee has a structural legacy stemming from the previous Integrated Transport Authority governance and embodies advisory, decision making and scrutiny roles. The two Lead Members receive direct officer support and perform a range of duties between the normal cycle of meetings, including (but not limited to) regular structured engagement with a range of industry and transport provider partners. These roles, particularly the Lead Member Public Transport, are substantial and require regular commitment to the Combined Authority’s transport activity.
- 2.8 The Committee’s main strategic roles are advisory to the Mayor and Combined Authority, and it performs a valuable role in shaping policy development. The Committee’s operational roles are mainly carried out through monitoring transport network activity, and through the activity of the Lead Member Public Transport. Its scrutiny role is performed principally through the Leader of the Opposition role on the Committee.
- 2.9 Whilst Transport Committee has some delegation in respect of the Combined Authority’s transport capital investment programmes, this is relatively limited and generally not called upon at present. Regular transport capital programme updates are provided for information.
- 2.10 Transport Committee consists of a member of the Combined Authority, 15 members co-opted from Constituent Councils, a member co-opted from City of York Council, and two LEP Board members. Current membership and roles are shown at **Appendix 1**. This arrangement has secured broad member engagement in the transport activity of the Combined Authority and its predecessors.

- 2.11 Transport Committee has five District Consultation Sub-Committees (DCSCs), one per Constituent Council area. These are formal committees, chaired by a relevant Transport Committee member, with a membership consisting of elected members and nominated members of the public. The DCSCs have a consultation remit in respect of users of local public transport and facilities and an advisory role to Transport Committee.

Review process

- 2.12 The Review is internal. The Chair of Transport Committee has held discussions with key members of Transport Committee, the Chairs of the Transport and Corporate Scrutiny committees, and the transport portfolio holders from the Constituent Councils to understand expectations for the Review.
- 2.13 Officers have also undertaken research and had informal discussions with colleagues in other Mayoral Combined Authority areas regarding the operation of transport governance.
- 2.14 The resulting proposals were agreed in principle at the Combined Authority at its meeting in February (see **Background Documents**). This report summarises the proposals and the factors considered, based on the report considered by the Combined Authority

Lessons from other Combined Authority areas

- 2.15 The proposals were informed by lessons and experience from other Combined Authority areas that have transitioned from Integrated Transport Authority (ITA) arrangements.
- 2.16 Most (but not all) former ITA areas have retained some form of Transport Committee. However, there is a wide variation of practice, and no standard model has evolved.
- 2.17 The main points and lessons are:
- To ensure clarity of purpose, particularly in respect of strategic, operational and scrutiny roles.
 - The value of directly involving Constituent Council transport portfolio holders in securing co-ordination.
 - Not to underestimate the value of Transport Committee members in securing local engagement in, and accountability for, Combined Authorities' 'frontline' transport roles.
 - The importance of ensuring that transport-related governance does not become unwieldy.
- 2.18 Reference has also been made to work undertaken by the Centre for Governance and Scrutiny in combination with the Combined Authorities Network on transport governance in combined authorities (see **Background Documents**). This work confirms the main points and lessons above and

highlights the importance of strong transport governance in making the case for further devolution of transport funding and powers.

Proposals

Proposed future role of Transport Committee

- 2.19 The new context for the Combined Authority and Mayor, including the Mayor's suite of pledges, means an evolving and growing prospective role for Transport Committee in:
- **Bus reform** delivering the Mayor's pledge to return buses to public control, including development of the Enhanced Partnership and the assessment of the case for franchising.
 - **Mass Transit** development and implementation, which is a substantial new area of work for the Combined Authority.
 - **Rail reform**, including defining West Yorkshire's local role in the rail network as the Williams-Shapps Plan for Rail proposals are implemented.
 - **Key Route Network** powers and responsibilities.
 - **Multi-modal integration**, including a growing role in promoting active travel choices as part of an integrated transport network for West Yorkshire.
- 2.20 This highlights the importance of ensuring Transport Committee is fit for purpose, and to secure effective co-ordination between the transport roles of the Combined Authority (particularly as local transport authority) and those of the Constituent Councils (particularly as highway authorities).
- 2.21 Further announcements of transport-related capital programmes, most recently for the City Region Sustainable Transport Settlement, means there will also be an increasing emphasis on capital transport programme development, approvals and monitoring. Co-ordination of this activity is important. It is proposed that Transport Committee will take an active role in overseeing capital programmes as part of these proposals, which is currently overseen by other thematic committees (notably the Place, Regeneration and Housing Committee).
- 2.22 The Review proposes a membership framework for Transport Committee that realises a clear executive role in the Combined Authority's transport activity¹. The proposed terms of reference would extend the Committee's remit to management and oversight of transport capital programmes, with a level of delegation from the Combined Authority that matches that of the other thematic committees.
- 2.23 The proposed membership framework for Transport Committee is set out at **Appendix 1**, with a comparison with the existing arrangements. Proposed

¹ Certain functions are reserved to the Mayor or Combined Authority, where Transport Committee's role will remain advisory. These are set out in Part 3 of the West Yorkshire Combined Authority Constitution.

role profiles are set out at **Appendix 2**. An indicative Terms of Reference is set out at **Appendix 3**. These are the versions agreed in principle by the Combined Authority at its February meeting.

2.24 The main changes proposed are:

- Incorporation of Constituent Council transport portfolio holders as voting members of the Committee, to secure more effective co-ordination between the transport functions of the Combined Authority and Constituent Councils.
- Introduction of the role of Transport Engagement Lead, one co-opted from each Constituent Council. These roles replace the current District Consultation Sub Committee Chair roles, alongside removal of District Consultation Sub Committees as sub-committees of the Transport Committee.
- Removal of the roles of Lead Member Public Transport and Lead Member Active Travel; replaced by two consolidated roles of Deputy Chair.
- Removal of the role of Leader of the Opposition on Transport Committee. This supports the objective of securing distinct roles for Transport Committee and Transport Scrutiny Committee, which is chaired by a member from a political party different to the Mayor.
- Introducing a voting role for one of the two LEP Board co-optees, in common with the other thematic committees to embed a private sector voice in the work of the Committee.

2.25 To maintain the input of a range of members from across West Yorkshire in the business to the Committee, it is proposed to retain the current balance of members across each Constituent Council and to add the transport portfolio holders from each Constituent Council as voting members of the Committee. In addition, two Deputy Chair roles with prescribed roles to support the Mayor and the Chair are included.

2.26 The Deputy Chair roles are substantial positions with a significant workload, recognising the growing scope and depth of the Combined Authority's transport activity. They will have an important role in supporting the Mayor and the Chair of the Committee. The nominations to the Deputy Chair roles will be agreed by the Combined Authority in consultation with the Mayor at its Annual Meeting. The remit of each Deputy Chair will be agreed from year-to-year to secure a balance of anticipated workloads.

2.27 The role profiles at **Appendix 2** set out in detail the expectations for each role at the Committee. The Transport Engagement leads will focus on securing local engagement in the transport activity of the Combined Authority as local transport authority, including through regular activity between meetings. The respective Constituent Council transport portfolio holders will secure increased co-ordination at the Committee of the Combined Authority's transport activity with the activity of the West Yorkshire highway authorities.

2.28 No advisory members are proposed, which is a variance from the model adopted for the other thematic committees. There is a mature and established

network of industry and partner engagement that already exists via the existing thematic working groups, as well as industry partnership meetings such the Bus Alliance and Train Operators' Forum. These are proposed to continue and are embodied as part of the role profile attached to the Deputy Chairs. Partners will continue to be invited to contribute to Transport Committee meetings as required by the agenda, in line with current practice.

- 2.29 At present, the objective is for the co-opted membership of Transport Committee drawn from the West Yorkshire Constituent Councils to broadly reflect the political composition of elected members in West Yorkshire, on a non-statutory basis. Under the proposal agreed in principle by the Combined Authority, each Constituency Council will nominate to the co-opted roles of Transport Engagement Lead and Ordinary Member as it sees fit.

Proposed future role of Transport Scrutiny Committee

- 2.30 The Review has focused on amending the role and membership of Transport Committee. The result is a set of proposals that consolidates transport scrutiny functions with this Transport Scrutiny Committee. This is intended to secure distinct roles for each committee, which can then focus on discharging those roles most effectively.
- 2.31 The Review does not identify any changes to the membership or terms of reference of Transport Scrutiny Committee necessary to achieve a distinct role for it in respect of Transport Committee. The Terms of Reference for Transport Scrutiny Committee are at Section 2.3 in Part 3 of the Combined Authority Constitution (see **Background Documents**). A separate mini-review will consider the effectiveness of the new overview and scrutiny arrangements in due course, as indicated when the new arrangements were agreed in 2021.

Proposal for District Consultation Sub-Committees

- 2.32 The proposal is to remove the District Consultation Sub Committees (DCSCs) as part of the formal governance arrangements. It has continued to prove difficult to recruit public members that are representative, despite concerted efforts to promote wider participation. This model (which has its origins in the former Passenger Consultative Committees) has reached its limits, particularly considering much higher expectations for effective consultation and engagement, including the availability of multiple potential consultation channels.
- 2.33 Nonetheless, the DCSCs have continued to provide a wider benefit for informal engagement locally, including the link to Transport Committee via the DCSC chairs. It is proposed to retain these benefits by making it part of the role of the proposed Transport Engagement Leads to facilitate local engagement, including via open local transport engagement forums at least twice per year, and for main issues arising to be recorded at Transport Committee. Combined Authority officers will support this role, with some freedom to tailor approaches in each Constituent Council area. It is suggested

that relevant members of the Transport Scrutiny Committee are standing invitees to the local transport forums. These arrangements will end the formal role of DCSCs as sub-committees of Transport Committee.

- 2.34 Formal consultation, when required, will be carried out via the Combined Authority's consultation channels, which are designed to secure the views of a wide range of participants, and which seek to ensure all sections of the community are heard. The Combined Authority hosts activity on a digital engagement hub, 'Your Voice' (see **Background Documents**), and people can register to be kept informed about upcoming projects. Digital consultation is complemented by a range of off-line methods to ensure accessibility for everyone. The Combined Authority is continuing to develop its consultation methods to ensure this objective is met. The recent consultation on the Connectivity Infrastructure Plan, for example, secured over 8,700 responses, and achieved a 'reach' of over 440,000 people via social media. The Consultation and Engagement team have carried out 50 consultations in 2021, with the majority of them being transport related.
- 2.35 Local transport engagement forums will be one channel available for consultation, but without the expectation (currently attached to DCSCs) that they are the primary consultation channel for local public transport matters.

Next steps

- 2.36 The proposed changes to the Transport Committee membership, roles and terms of reference have been agreed in principle by the Combined Authority. An Independent Remuneration Panel (IRP) has been instructed to assess the level of allowances paid for the roles of Deputy Chair, Transport Engagement Lead and Ordinary Member. The Transport Committee Chair and respective Constituent Council transport portfolio holders receive allowances from their Councils relating to their roles, so do not qualify for remuneration by the Combined Authority.
- 2.37 The IRP's findings are planned to be reported back to the Combined Authority at its meeting on 17 March 2022, alongside a report that seeks final approval for the Review.
- 2.38 This will provide the time for detailed operational proposals to be developed so that the package of changes can be worked up for implementation as part of the annual governance changes and nominations approved at the Annual Meeting in June 2022, for the 2022/23 municipal year.
- 2.39 Operational matters being considered include:
- The frequency and duration of meetings to ensure effective management of the workload.
 - Proposals to manage meetings to ensure a balance of focus between transport policy, operational matters, and transport capital programme.

- Proposals to adapt existing officer support structures, including to ensure effective support to the Deputy Chairs and the Transport Engagement Leads.

3. Tackling the Climate Emergency Implications

- 3.1 The Review proposals provide a mechanism to better integrate transport related portfolio holders from partner councils into the Transport Committee's decision making, including by introducing them as voting members. This is intended to improve collaboration between the transport functions of the Combined Authority and Constituent Councils (particularly as Highway Authorities), with the intention of making decision making more effective. Co-ordination at this interface is essential for tackling the implications of the climate emergency, in which transport plays an important role. This will also deliver benefits for inclusive growth which relies on effective integration and co-ordination of initiatives.
- 3.2 The proposed terms of reference also draw out the important link between the Transport Committee and the Climate, Energy and Environment Committee.

4. Inclusive Growth Implications

- 4.1 The proposal retains and reinforces the roles of the LEP Board member co-optees on Transport Committee, including securing one as a voting member in line with the other thematic committees. This will ensure the voice of the private sector is embedded in the Committee's business.

5. Equality and Diversity Implications

- 5.1 A driver for the review of the role of the District Consultation Sub Committees has been a concern that the public members are not fully representative of the communities that the Combined Authority serves.
- 5.2 The alternative approach paves the way for ensuring that consultation takes place through multiple channels, that offers a wide range of opportunities for participation. The Review flags ongoing activity by the Combined Authority to ensure consultation and engagement across its activity is more inclusive.

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 The proposed changes will prompt a review of officer arrangements for supporting Transport Committee members. The new arrangements will

require ongoing officer support, particularly to support the role of the Deputy Chairs, and to support the engagement activity of the Transport Engagement Leads.

9. External Consultees

- 9.1 The Transport Committee Review has been internal. However, officers had informal discussions with colleagues in other Mayoral Combined Authority areas, as set out at Section 2 above.

10. Recommendations

- 10.1 That the Transport Scrutiny Committee notes the update on the Transport Committee Review, including the proposals agreed in principle by the Combined Authority.
- 10.2 That the Transport Scrutiny Committee provide any final feedback to the Chair of Transport Committee and/or Lead Director before the Review is finalised.

11. Background Documents

Future Scrutiny Arrangements, Item 13, West Yorkshire Combined Authority meeting, 9 March 2021. Available here:

<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=133&MId=1070>

MCA Committee Arrangements, Item 9, West Yorkshire Combined Authority, 22 April 2021. Available here:

<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=133&MId=967>

Committee Arrangements and Appointments, Item 7, West Yorkshire Combined Authority, 24 June 2021. Available here:

<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=133&MId=968>

Transport Committee Review, Item 12, Transport Committee, 17 September 2021. Available here:

<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=138&MId=1126>

Transport Committee Governance Review, Item 8, Transport Scrutiny Committee, 23 September 2021. Available here:

<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=227&MId=1117>

Transport Committee Review, Item 8, West Yorkshire Combined Authority, 3 February 2022. Available here:

<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=133&MId=1084>

The West Yorkshire Combined Authority Constitution can be accessed online via this link: <https://www.westyorks-ca.gov.uk/about-us/governance-and-transparency/governance-information-for-the-combined-authority/>

“*Transport Governance in Combined Authorities*”, April 2020. A report by the Centre for Governance and Scrutiny, available here: <https://www.cfgs.org.uk/?publication=transport-governance-in-combined-authorities>

The ‘**Your Voice**’ consultation hub can be accessed online via this link: <https://www.yourvoice.westyorks-ca.gov.uk/>

Terms of Reference, Transport Scrutiny Committee, Part 2, Section 2.3 West Yorkshire Combined Authority Constitution, available here: <https://westyorkshire.moderngov.co.uk/documents/s22022/Part3Section23TransportScrutinyCommitteeTOR.docx.pdf>

12. **Appendices**

Appendix 1 – Existing and proposed membership framework

Appendix 2 – Proposed role profiles

Appendix 3 – Proposed indicative terms of reference

Transport Committee: Existing membership framework

19 members distributed as follows -

Member			Member				
Member		Member <i>(Leader of Main Opposition Group in 2021/22)</i>	Member				
Member	Member	Member <i>(Lead Member Active Travel in 2021/22)</i>	Member <i>(Lead Member Public Transport and Deputy Chair in 2021/22)</i>	Member			LEP Board member *
DCSC Chair	DCSC Chair	DCSC Chair	DCSC Chair	DCSC Chair	York Transport Portfolio Holder – York Council *	Chair / CA Portfolio Lead for Transport	LEP Board member *
Bradford	Calderdale	Kirklees	Leeds	Wakefield	York	West Yorkshire	LCR Enterprise Partnership

Notes:

- The Combined Authority Portfolio Lead for Transport is a member of the Committee and is the Committee Chair (shown in green). All other members are co-opted.
- The 15 co-opted members from West Yorkshire constituent councils are remunerated by the Combined Authority (shown in pale blue), under the Combined Authority’s Members’ Allowances Scheme.
- The Combined Authority Portfolio Lead for Transport / Chair (shown in green) and York Transport Portfolio Holder (shown in dark blue) are not remunerated by the Combined Authority because the postholders are separately remunerated. LEP Board members (shown in orange) are not remunerated.
- The following roles are assigned from amongst the 15 co-opted members from West Yorkshire constituent councils:

1x Lead Member Public Transport and Deputy Chair 1x Lead Member Active Travel 1x Leader of Main Opposition Group 5x Chair of District Consultation Sub-Committee (1 per West Yorkshire constituent council area)	}	The distribution of these roles in the 2021/22 municipal year is shown above in italics
---	---	---
- Non-voting members are indicated by an asterisk, as follows:
 - York Transport Portfolio Holder (shown in dark blue)
 - the LEP Board members (shown in orange).
- Transport related portfolio holders from each constituent council (five total) are also invited to the Committee as non-voting observers.

Transport Committee: Proposed membership framework

26 members distributed as follows

Ordinary member				Ordinary member			
Ordinary member		Ordinary member	Ordinary member	Ordinary member			
Ordinary member	Ordinary member	Ordinary member	Ordinary member	Ordinary member		Deputy Chair	
Transport Engagement Lead	Transport Engagement Lead	Transport Engagement Lead	Transport Engagement Lead	Transport Engagement Lead		Deputy Chair	LEP Board member
Transport Portfolio Holder – Bradford Council	Transport Portfolio Holder – Calderdale Council	Transport Portfolio Holder – Kirklees Council	Transport Portfolio Holder – Leeds Council	Transport Portfolio Holder – Wakefield Council	Transport Portfolio Holder – York Council *	Chair / CA Portfolio Lead for Transport	LEP Board member *
Bradford	Calderdale	Kirklees	Leeds	Wakefield	York	West Yorkshire	LCR Enterprise Partnership

Notes:

1. The Combined Authority Portfolio Lead for Transport is a member of the Committee and is the Committee Chair (shown in dark green). All other members are co-opted.
2. The following roles held by co-opted members from West Yorkshire constituent councils are proposed for remuneration by the Combined Authority (shown in pale blue):
 - 2x Deputy Chair
 - 5x Transport Engagement Lead
 - 10x Ordinary members
3. The Combined Authority Portfolio Lead for Transport / Chair, Transport Portfolio Holders from West Yorkshire constituent councils (shown in pale green) and York Transport Portfolio Holder (shown in dark blue) are not remunerated by the Combined Authority because the postholders are separately remunerated. LEP Board members (shown in orange) are not remunerated.
4. Non-voting members are indicated by an asterisk, as follows:
 - York Transport Portfolio Holder (shown in dark blue)
 - One of the LEP Board members (shown in dark orange)

WEST YORKSHIRE COMBINED AUTHORITY TRANSPORT COMMITTEE

PROPOSED ROLE PROFILE: CHAIR

Role occupied by Combined Authority Portfolio Lead for Transport.

Purpose

The main purpose of the Chair is to:

- Chair and manage the business of the Transport Committee in accordance with its Terms of Reference, the Constitution of the Combined Authority and with the Members Code of Conduct and with the highest standards of legal and ethical behaviour and probity.
- To ensure that meetings are effectively and inclusively conducted in line with the agreed agenda.
- Ensure an effective link between the Combined Authority and Transport Committee, as the Combined Authority's Transport Portfolio Holder.
- Together with the relevant Local Enterprise Board member, act as a link between Transport Committee and the activity of Transport for the North, where relevant.

Key duties and responsibilities

The main duties and responsibilities of the Chair are to:

- Lead the work of the Committee and ensure it carries out its business effectively and efficiently within its terms of reference and in liaison with other Members and Officers.
- Maintain a strong working relationship with the Mayor and Deputy Chair on transport matters.
- Maintain effective working relationships with Officers of the Combined Authority including attendance at meetings outside the cycle of Transport Committee.
- Liaise with Officers and the Deputy Chair in setting the agenda for meetings of the Committee
- Chair meetings of the Committee impartially and in such a way as to facilitate open discussion and fair and respectful debate.
- Oversee in conjunction with Officers that the meeting is quorate.
- Ensure that the meeting commences at the specified time, that it proceeds in a focused and timely manner without undue delay or disruption and is closed appropriately at the conclusion of the formal meeting business.
- Welcome Members and Officers to meetings and in the case of unfamiliarity make any appropriate introductions of meeting participants.
- Request and receive apologies for absence and nominations of alternative Members.
- Request and receive any declarations of interest of Members.
- Sign the minutes of the previous meeting following approval by the Committee.

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- Follow the Chair's Note where provided and introduce each agenda item and ask appropriate Officers to present the submitted report or comment otherwise on the item.
- Invite Members to speak on items where they have indicated that they wish to do so and encourage equal participation and contribution from all Members.
- Ensure clarity and understanding amongst Members and summarise any discussion held on an item of business, in particular where the issue is complex.
- Ensure, following the discussion on any item, that the Committee is aware of any recommendations of Officers.
- Promote where possible the generation of consensus amongst Members.
- Exercise control over Members acting inappropriately or in a disorderly manner and if necessary, putting forward a motion to remove them from the meeting.
- Warn and if necessary, take the appropriate action to exclude unruly Members of the public.
- Call for the adjournment of meetings if circumstances require and to make the required arrangements for the resumption of proceedings ensuring that all Members are aware of such arrangements.
- Monitor the outcome of Committee decisions and any follow up action points.

Key skills and knowledge

Key skills and knowledge required of the Chair are:

- Good leadership skills.
- Chairing skills including the ability to manage conflict and promote consensus.
- Good listening and questioning skills.
- Good presentation and public speaking skills.
- The ability to build effective relationships within and outside the Combined Authority.
- Knowledge of the Combined Authority Constitution, Members Code of Conduct and Terms of Reference of the Transport Committee.

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WEST YORKSHIRE COMBINED AUTHORITY TRANSPORT COMMITTEE

PROPOSED ROLE PROFILE: DEPUTY CHAIR

Two roles.

This role profile is in addition to the Ordinary Member role profile, as appropriate.

On an annual basis a thematic role for each Deputy Chair will be agreed, and the duties and responsibilities listed below shared as appropriate, with the objective of securing a balanced and manageable workload for each.

Purpose

The main purpose of the Deputy Chairs is to:

- Support the leadership role of the Mayor on local transport matters in West Yorkshire, with a particular focus on the Combined Authority's transport related delivery roles.
- Support the leadership role of the Chair and Combined Authority Portfolio Lead for Transport, including to facilitate effective decision making on transport matters through consensus building across partners in West Yorkshire.
- Act as a member lead for the Combined Authority's day-to-day relationships with transport operators and other key partner organisations as relevant.

Key duties and responsibilities

The main duties and responsibilities of the Deputy Chairs are to:

- Correspond regularly with the Transport Engagement Leads and Transport Portfolio Holders to maintain a good working knowledge of local transport matters across West Yorkshire, as relevant.
- Maintain a close and effective relationship with the Mayor in respect of local transport matters to actively support the Mayor's transport role, including to facilitate consensus building on transport objectives and priorities across West Yorkshire.
- On behalf of the Mayor and Combined Authority Portfolio Lead for Transport, develop, maintain, and lead strong working relationships with transport providers and partner organisations. This will include attendance at and offering political input into multi-operator meetings with a West Yorkshire focus, including from time-to-time chairing these sessions at the request of the Mayor or Combined Authority Portfolio Lead for Transport. At present these meetings include:
 - West Yorkshire Bus Alliance
 - Bus Expert Panel
 - Train Operators' Forum
 - Rail Expert Panel
 - West Yorkshire Strategic Rail Partnership
- Attending and leading political input to transport related forums and working groups as might exist from time to time, including regular contact with Combined Authority Officers. At present this includes:
 - Decarbonisation and Emissions Working Group
 - Active Travel Working Group
 - Local Bus Working Group

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- Mass Transit Working Group
- TransPennine Route Upgrade Working Group
- Act as Chair of the Transport Committee when the Chair is unavailable.
- Together with the Chair, liaise with Officers to influence the agenda of Transport Committee meetings.
- In advance of meetings, establish personal familiarity with and understanding of matters and documents to be considered by Transport Committee.

Key skills and knowledge

Key skills and knowledge required of the Deputy Chairs are:

- Excellent leadership skills.
- The ability to identify challenges and to build consensus amongst partners to secure effective decision-making.
- Specific knowledge and understanding of the different transport roles and functions of the Mayor, Combined Authority, and the Constituent Councils.

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WEST YORKSHIRE COMBINED AUTHORITY TRANSPORT COMMITTEE

PROPOSED ROLE PROFILE: TRANSPORT ENGAGEMENT LEAD

Five roles, one per Constituent Council area.

This role profile is in addition to the Ordinary Member role profile, as appropriate.

Purpose

The main purpose of the Transport Engagement Lead is to:

- Act as a representative of the Combined Authority and the Mayor on local transport matters in the respective Constituent Council area.
- Act as a local engagement lead on local transport matters in the respective Constituent Council area, to ensure local engagement in the Combined Authority's transport activity.
- Facilitate effective joint working between the Combined Authority and the respective Constituent Council on transport matters, in partnership with the respective Portfolio Holder.

Key duties and responsibilities

The main duties and responsibilities of the Transport Engagement Lead are to:

- Attend meetings of the West Yorkshire Transport Committee.
- Maintain effective working relationships with Officers of the Combined Authority including attendance at meetings outside the cycle of Transport Committee.
- Hold and lead a minimum of two regular open local transport forums in the respective Constituency Council area to secure engagement in the local transport activity of the Combined Authority, including amongst local elected representatives, respective members of the Transport Scrutiny Committee and other local stakeholders and community groups.
- Report back to Transport Committee a summary of the main finding of local transport forums.
- Correspond regularly with the Deputy Chair to ensure that the Deputy Chair maintains a good working knowledge of local transport matters across West Yorkshire.
- Maintain an effective working relationship with the respective Portfolio Holder for the Constituent Council.

Key skills and knowledge

Key skills and knowledge required of the Transport Engagement Lead are:

- Good leadership skills.
- Good listening and questioning skills.
- The ability to build effective relationships within and outside the Combined Authority.
- Knowledge of the Combined Authority Constitution, Members Code of Conduct and Terms of Reference of the Transport Committee.

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WEST YORKSHIRE COMBINED AUTHORITY TRANSPORT COMMITTEE

PROPOSED ROLE PROFILE: ORDINARY MEMBER

10 roles.

Purpose

The main purpose of Ordinary Members is to:

- Ensure that the business of the Transport Committee is informed by the broad range of transport issues, opportunities, and challenges across West Yorkshire.
- Secure broad engagement in the transport activity of the Combined Authority, including the fostering of joint working with the Combined Authority's Constituent Councils.
- Ensure effective transport policies and programmes are developed to meet the identified transport needs and agreed objectives for West Yorkshire.

It is not the purpose of Ordinary Members to review or scrutinise the transport activity of the Combined Authority; this role is undertaken by members of the Transport Scrutiny Committee.

Key duties and responsibilities

The main duties and responsibilities of Ordinary Members are to:

- Attend meetings of the West Yorkshire Transport Committee.
- Through active contributions to the Transport Committee's business, ensure that a range of relevant interests are being addressed by the Transport Committee.
- Maintain effective working relationships with Officers of the Combined Authority as necessary, including occasional participation in meetings and workshops to inform transport policymaking.
- Attend Member working groups that may be established on specific topics from time-to-time.
- Participate in the respective local transport forum activity managed by the Transport Engagement Lead.

Key skills and knowledge

Key skills and knowledge required of the Ordinary Members are:

- Good listening and questioning skills.
- The ability to build effective relationships within and outside the Combined Authority.
- Knowledge of the Combined Authority Constitution, Members Code of Conduct and Terms of Reference of the Transport Committee.

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WEST YORKSHIRE COMBINED AUTHORITY TRANSPORT COMMITTEE

PROPOSED ROLE PROFILE: CONSTITUENT COUNCIL TRANSPORT PORTFOLIO HOLDER

Five roles, one per Constituent Council.

Purpose

The main purpose of the Constituent Council Transport Portfolio Holder is to:

- Act as a representative of the respective Constituent Council at West Yorkshire Transport Committee.
- Facilitate effective joint working between the Combined Authority and the respective Constituent Council on transport matters, in partnership with the respective Transport Engagement Lead.

Key duties and responsibilities

The main duties and responsibilities of the Constituent Council Transport Portfolio Holder are to:

- Attend meetings of the West Yorkshire Transport Committee.
- Through contributions to the Transport Committee's business, ensure that opportunities are realised for co-ordination of the transport activity of the Combined Authority and respective Constituent Authority.
- Correspond regularly with the Deputy Chairs to ensure that the Deputy Chairs maintain a good working knowledge of local transport matters across West Yorkshire.
- Maintain effective working relationships with Officers of the Combined Authority including attendance at meetings outside the cycle of Transport Committee.
- Maintain an effective working relationship with the respective Transport Engagement Lead for the Constituent Council area.
- Attend as required any local transport forums organised by the respective Transport Engagement Lead.

Key skills and knowledge

Key skills and knowledge required of the Constituent Council Transport Portfolio Holder are:

- Good leadership skills.
- Good listening and questioning skills.
- The ability to build effective relationships within and outside the Combined Authority.
- Knowledge of the Combined Authority Constitution, Members Code of Conduct and Terms of Reference of the Transport Committee.

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WEST YORKSHIRE COMBINED AUTHORITY TRANSPORT COMMITTEE

PROPOSED ROLE PROFILE: CITY OF YORK TRANSPORT PORTFOLIO HOLDER

One role.

Purpose

The main purpose of the City of York Transport Portfolio Holder is to:

- Act as a representative of the City of York at West Yorkshire Transport Committee.
- Facilitate effective joint working between the Combined Authority and the City of York on transport matters.

Key duties and responsibilities

The main duties and responsibilities of the City of York Transport Portfolio Holder are to:

- Attend meetings of the West Yorkshire Transport Committee.
- Though contributions to the Transport Committee's business, ensure that opportunities are realised for co-ordination of the transport activity of the Combined Authority and the City of York, as necessary.
- Correspond regularly with the Deputy Chairs to ensure that the Deputy Chairs maintain a good working knowledge of local transport matters in the City of York, as necessary.
- Maintain effective working relationships with Officers of the Combined Authority including attendance at meetings outside the cycle of Transport Committee, as necessary.

Key skills and knowledge

Key skills and knowledge required of the City of York Transport Portfolio Holder are:

- Good leadership skills.
- Good listening and questioning skills.
- The ability to build effective relationships within and outside the Combined Authority.
- Knowledge of the Combined Authority Constitution, Members Code of Conduct and Terms of Reference of the Transport Committee.

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WEST YORKSHIRE COMBINED AUTHORITY TRANSPORT COMMITTEE

PROPOSED ROLE PROFILE: LOCAL ENTERPRISE PARTNERSHIP BOARD MEMBER

Two roles. One of the two members will hold voting rights.

Purpose

The main purpose of the Local Enterprise Partnership Board Members is to:

- Act as a representative of the Local Enterprise Partnership Board at the Transport Committee.
- Ensure that the interests of the private sector are represented in the business of the Transport Committee.

One of the Local Enterprise Partnership Board Members will have a particular regard to:

- Ensure that the needs of the private sector are considered as part of strategic transport policy matters.
- Secure a link between the Transport Committee and Transport for the North Board, also being the Local Enterprise Partnership's nomination to that body.

One of the Local Enterprise Partnership Board Members will have a particular regard to

- Ensure the needs of the private sector are being considered as part of the operation and priorities for the local transport network.

Key duties and responsibilities

The main duties and responsibilities of the Local Enterprise Partnership Board Members are to:

- Attend and contribute to meetings of the West Yorkshire Transport Committee.
- Correspond with the Deputy Chairs to ensure that the Deputy Chairs maintain a good working knowledge of local transport matters of importance to the private sector across West Yorkshire.
- Maintain effective working relationships with Officers of the Combined Authority.

Key skills and knowledge

Key skills and knowledge required of the Local Enterprise Partnership Board Members are:

- Good listening and questioning skills.
- The ability to build effective relationships within and outside the Combined Authority.
- Knowledge of the Combined Authority Constitution, Members Code of Conduct and Terms of Reference of the Transport Committee.

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An indicative Terms of Reference is set out below in the format used in the Combined Authority Constitution.

The Terms of Reference would be subject to formal agreement at the Annual Meeting of the Combined Authority as part of the standard annual governance process.

Part 3

Section 2.3 - Terms of Reference

Transport Committee

The Transport Committee is authorised:

1. To carry out any Non-Mayoral transport function¹ of the Combined Authority or any other Non-Mayoral function² related to transport, including:
 - a) progressing the elements of the Strategic Economic Framework that fall within the remit of this committee, by
 - approving, amending or revoking any policy, investment priorities, strategy or plan³
 - delivering, monitoring and reviewing the outcomes and impact of any policy, investment priorities, strategy or plan,
 - b) progressing those elements of the Mayor's pledges that fall within the remit of this committee, ensuring alignment with the Strategic Economic Framework where appropriate,
 - c) submitting bids for devolved and other funding,

¹ Functions in this context include any function of the Combined Authority in its role as local transport authority, travel concession authority or transport authority and are to be construed in a broad and inclusive fashion, and as including the exercise of the ancillary powers under Section 113A Local Democracy, Economic Development and Construction Act 2009

² Including those conferred on the Combined Authority by the West Yorkshire Combined Authority (election of Mayor and Functions) Order 2021

³ With the exception of any major policy, investment priorities, strategy or plan reserved to the Combined Authority - see further Section 2.2 of Part 3 of the Constitution - and subject to any direction by the Mayor that any decision on a policy, investment priorities, strategy or plan be referred to the Combined Authority for determination

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- d) working with key partners to develop and promote a shared understanding, approach and coherent strategies and policies, and
- e) delivering and overseeing any project or programme in accordance with the Leeds City Region Assurance Framework⁴, including the following where authorised by a bespoke approval pathway and approval route for a scheme (after decision-point 2 only):
 - making a decision to progress the scheme⁵ ⁶or
 - making any recommendation to the Combined Authority⁷ or the Mayor⁸ about progressing the scheme, and
 - reviewing the scheme's impact,

with the **exception** of

- any function which requires a Statutory Consent⁹ where that consent has yet to be given¹⁰,
- any matter related to a Non-Mayoral Function conferred by the 2021 Order, which the Mayor has directed should be referred to the Combined Authority for determination¹¹, or
- any function which is reserved to the Combined Authority¹².

⁴ Or otherwise, where the project or programme does not fall to be considered under the Assurance Framework

⁵ Including determining change requests

⁶ With the exception of any decision which would result in a revised financial approval which exceeds the cumulative total of the financial approval and tolerance threshold agreed by the Combined Authority at decision point 2 (or decision point 3) by more than 25%, in which case the decision must be referred to the Combined Authority.

⁷ Or to any other committee or relevant officer with delegated authority to make the decision

⁸ The Mayor will determine any aspect of a scheme which is a Mayoral Function

⁹ These are specified functions conferred by the West Yorkshire Combined Authority (Election of Mayor and Functions) Order 2021 - see further the Access to Information Rules in Part 4 of the Constitution

¹⁰ In relation to any function in respect of which a Statutory Consent has been given, the Committee must exercise their authority in accordance with the terms of any Statutory Consent

¹¹ The 2021 Order provides that these matters require the support of the Mayor

¹² The functions reserved to the Combined Authority are set out in Section 2.2 of Part 3 of the Constitution, and include the approval of any major policy, investment priorities, strategy or plan

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2. To advise the Combined Authority in respect of any Non-Mayoral Function which is a transport function or function related to transport.
3. To advise the Mayor in respect of any Mayoral General Function¹³ which is a transport function or other function related to transport, including the preparation of the Local Transport Plan and related strategies, and bus franchising functions.
4. To liaise with the Climate, Energy and Environment Committee and the Place, Regeneration and Housing Committee to secure the decarbonisation of transport infrastructure including planning for sustainable development and flood risk management.
5. To promote, in collaboration with other committees,
 - equality and diversity,
 - inclusive growth,
 - tackling the climate emergency, and
 - the strategic alignment of the Combined Authority's policies, investment priorities, strategies and plans.
6. To respond to any report or recommendation from an overview and scrutiny committee¹⁴.

Document version control	
Municipal Year:	2022-23
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Date:	
To be of effect from:	

¹³ Mayoral General Functions are the functions of the Combined Authority which are exercisable only by the Mayor, other than PCC Functions. These are conferred by the 2021 Order (see further Table D in Section 3.1.1 of Part 3 of the Constitution), or other legislation

¹⁴ That is, any overview and scrutiny committee of the Combined Authority (in accordance with Scrutiny Standing Orders in Part 4 of the Constitution) or of any Constituent Council

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Report to: Transport Scrutiny Committee

Date: 10 March 2022

Subject: **Bus Service Improvement Plan and Enhanced Partnership Update**

Director: Dave Pearson, Director of Transport Services

Author: Noel Collings, Policy Officer - Economic & Transport Policy

1. Purpose of this report

- 1.1. To provide Transport Scrutiny Committee with an update on the next steps of the Bus Service Improvement Plan and Bus Enhanced Partnership

2. Information

Background

- 2.1. The National Bus Strategy, Bus Back Better, published in March 2021 signalled a strong commitment from Government to bus. It acknowledges the failures of deregulation and looks to strengthen the role of Local Transport Authorities (LTAs) through the devolution of funding.
- 2.2. The Strategy requires all Local Transport Authorities (LTAs) to have submitted a Bus Service Improvement Plan (BSIP) to Government by 31 October 2021 and to be in a Bus Enhanced Partnership (EP) or actively pursuing bus franchising by the end of March 2022. These requirements are linked to future funding for bus and without them West Yorkshire will not be able to access these funding streams.
- 2.3. In addition, the Mayor of West Yorkshire is actively pursuing a manifesto pledge to 'bring buses back into local control', ensuring buses deliver a service that meets the needs of West Yorkshire residents and businesses.
- 2.4. To demonstrate how the pledge could be met, the Combined Authority has produced a 'roadmap'. It has also served two notices of intent, one of its intention to prepare an Assessment of a Proposed Franchising Scheme and the other of its intention to establish a Bus Enhanced Partnership with operators to improve local bus services.

2.5. The following sections set out progress in developing and implementing the various component parts that will deliver bus reform in the region.

Bus Service Improvement Plan

2.6. The West Yorkshire Bus Service Improvement Plan (BSIP) - outlining our ambitions and associated funding ask to transform the local bus system - was submitted to the Department for Transport (DfT) on 29 October 2021.

2.7. At the time of writing this report, the Combined Authority is still awaiting feedback on the BSIP and our funding allocation to support its implementation. We are expecting confirmation of an indicative settlement in February 2022.

2.8. In a letter to all LTAs received in January 2022, the DfT have advised that while they are still currently assessing all BSIPs further details of indicative funding will 'recognise that the budget available for transformation, including for Zero Emission Buses, is around £1.4bn for the next three years and that prioritisation is inevitable, given the scale of the ambition across the country greatly exceeds this amount.'

2.9. In later communication, the DfT have since suggested that:

- A number of LTAs will be allocated indicative funding to deliver all or most of the aspirations set out in their BSIPs. The final funding awarded will be based on the deliverability of their schemes and their Enhanced Partnerships (EPs).
- A further set of LTAs will be allocated indicative funding which will be less than that sought in their BSIPs. We will ask places to re-focus, prioritising schemes which will give the best outcomes for the area.
- A third group of LTAs will not be allocated funding at this stage but will be supported to develop their BSIPs and EPs further, to ensure they are eligible for future funding and other possible investment streams.

2.10. Furthermore, the Combined Authority expects that we will receive only revenue funding from the national BSIP funding pot. This is because we have received capital funding via the City Region Sustainable Transport Settlement (CRSTS) which will, in part, support implementation of the West Yorkshire BSIP.

2.11. As such, it is expected the Combined Authority's specific BSIP funding allocation will fall significantly short of the £168 million revenue sought in our bid. Officers are developing funding scenarios based on likely outcomes (e.g. £10 million, £15 million, £20 million, £30 million and £50 million) to understand what we could spend the money on to best meet our strategic priorities – a safe and inclusive bus service, better connected communities, and decarbonisation and integrated sustainable travel.

2.12. A Strategic Assessment (SA) of our BSIP bid is also currently being progressed through the Combined Authority's internal assurance process in order to ensure we are prepared to receive and spend any funding ahead of the new financial year.

- 2.13. More broadly, a BSIP Implementation Plan is actively being developed to support delivery on its ambitions and deliver benefits to passengers, regardless of the additional funding received.

Bus Enhanced Partnership

Background

- 2.14. The EP will be the mechanism for the delivery of the early stages of the BSIP. It provides details on the Combined Authority's, West Yorkshire local authorities, and operator's shared plan to improve bus services and provision in West Yorkshire and must build on the ideas and interventions set out in the BSIP in much more granular detail.
- 2.15. It is a statutory partnership between the Combined Authority as the LTA, West Yorkshire local authorities and all operators running bus services in the region and needs to be approved by all these parties to come into operation. Each of the Local Authorities of West Yorkshire will be signatories to the EP.
- 2.16. To access discretionary bus funding available from April 2022, Government asked for an EP Plan and one EP Scheme to be in place by April 2022. The EP also needs to be in place to ensure the passenger benefits that can be achieved through bus reform are delivered prior to a decision being made on bus franchising.
- 2.17. The EP Plan reflects the ambitions and content of the BSIP and a large proportion of the content is taken from this document. However, the initial EP Plan takes a shorter-term view, focussing on what improvements can be made in the period up to 2027. This reflects the indicated timescales for deciding on and implementing a bus franchising scheme (if bus franchising is determined to be the preferred option for delivering bus reform in West Yorkshire).

Governance

- 2.18. The EP will be overseen by the West Yorkshire Bus Alliance. The governance arrangements that are currently established for the Bus Alliance will be strengthened and adapted for the EP. The Bus Alliance Executive Board will be chaired by the Chair of Transport Committee or Lead Member Public Transport to ensure the electorate is fully represented in the governance of the bus service through the EP.

Approach

- 2.19. Due to the original timescales laid down from Government for the EP to be 'made' it has not been possible to produce the full suite of EP Schemes that would be required to meet the ambitions and content of the BSIP. Transport Committee has previously endorsed a modular approach to the delivery of EP Schemes being taken, whereby the initial EP Scheme, focused on bus infrastructure, has been produced to meet the initial timescales, with other EP Schemes being developed throughout 2022 and 2023.

- 2.20. The Bus Infrastructure EP Scheme will begin with the A61(South) in Leeds with other bus infrastructure projects in the other West Yorkshire districts added post March 2022. It will include obligations relating to vehicle standards, bus lane design and operation, and provision / maintenance of facilities such as bus shelters.

Statutory Milestones

- 2.21. Prior to the EP coming into force a number of statutory processes have been completed. The Combined Authority approved the content of the EP at its 9 December 2021 meeting, enabling the operator objection period to commence. This completed on 17 January 2022 and no objections were received from operators.
- 2.22. During the objection period, on 11 January, a letter from DfT was sent to all Local Transport Authorities advising of an amendment to the timescales for having an EP in place, and asking for a draft EP Plan and Scheme to be submitted by the end of April 2022. The letter also suggested that if the statutory consultation element of the process had not yet commenced then there would be no need to start this yet and instead, they would recommend pausing until the outcome of the BSIP funding announcement.
- 2.23. Combined Authority officers have carefully considered the implications of the letter and it has been agreed to proceed with the original timescales.
- 2.24. The Combined Authority therefore proceeded with the consultation period with a number of identified statutory consultees such as the Traffic Commissioner, Competition and Markets Authority on 2 February, until 23 February. Should no essential changes be required to be made to the Plan or Scheme, the Combined Authority intends to proceed with seeking approval from the Combined Authority at its 17 March 2022 meeting to make the Enhanced Partnership on 1 April.

Zero Emission Buses

- 2.25. While buses are already one of the greenest forms of transport – contributing only three per cent of the UK’s domestic transport emissions – accelerating the roll-out of ZEBs will drive further improvements to air quality and emissions across our region.
- 2.26. The Combined Authority is committed to introducing zero-emission buses across West Yorkshire to drive down harmful emissions. These efforts include utilising the £4m allocated funding from the [Transforming Cities Fund](#) to introduce 8 zero-emission buses on routes in Kirklees and Calderdale, and the [City Region Sustainable Transport Settlement \(CRSTS\)](#) which is a minimum £21m project to introduce ZEBs and associated infrastructure.
- 2.27. On 31st January 2022, The Combined Authority submitted its £23m bid to the [Zero Emissions Bus Regional Area \(ZEBRA\) fund](#), which if successful, will deliver 47 double-decker buses for Arriva, 32 single-decker buses for First and 32 single-decker buses for Transdev across Bradford, Wakefield, and Leeds. The bid could make a significant contribution towards our regional net-zero

carbon by 2038 goal, by increasing the percentage of the zero-emission fleet from 2% to 10% and removing 50 tonnes of NOx/year.

- 2.28. Within West Yorkshire there is a link between deprivation and air quality, with areas experiencing high levels of deprivation often also being those adversely affected by poor air quality. Most of the routes selected across this programme serve areas of multiple deprivation that experience disproportionate inequalities in health, income, and air quality. Thus, our investment in zero emission buses seeks to address the link between poor air quality and social deprivation through the introduction of cleaner buses that address both carbon emissions and its effects on spatial inequalities.
- 2.29. Currently, only 2% of buses operating in West Yorkshire are zero emission buses, but as a result of this programme we hope to grow this number significantly, leading to between 14% and 19% of the West Yorkshire bus fleet being zero emission – figures that equate to between 179 and 245 zero emission buses being in service across the region. This is in line with our [Bus Service Improvement Plan](#) commitment to have a carbon-zero bus fleet by 2036.

Bus network and funding pressures

- 2.30 At the time of writing, the Government Bus Recovery Grant remains in place until 5 April 2022 with a double payment made to bus operators in March. Bus operators nationally have advised that a complete withdrawal of Bus Recovery Grant may necessitate a reduction in commercial bus service mileage of around 30%. Urban Transport Group commissioned a study by Steer to assess the impact of the pandemic on bus provision and recommended that Bus Recovery Grant is needed for a further 12 months in order to stabilise the economics the economy of the service and provide a platform upon which to deliver the Government's Bus Back Better ambitions. If funding is withdrawn, almost a third of urban bus journeys are at risk.
- 2.31 A short term extension of BRG may defer an immediate risk of service withdrawals necessitating a close working between the Combined Authority and bus operators to identify the nature of the stabilised network and the interventions needed to maintain connectivity for communities when the funding ends. This will be an early priority for the Bus Enhanced Partnership.
- 2.32 The uncertainty around funding and other economic conditions also impact on the Combined Authority's provision of socially necessary bus services, school buses and AccessBus. As with other sectors of the economy, cost pressure especially around wages and fuel are impacting on bus operation. Whilst the Combined Authority's contracts include provision for inflationary costs, there have been a number of contracts for school services where it has been necessary to re-tender because the incumbent SME operator considers the contract value unsustainable. Whilst this has not significantly impacted on service levels it has increased costs
- 2.33 In addition, Arriva Yorkshire has reduced its commercial operation creating several situations where communities access to bus services have been

threatened. In October 2021, the CA stepped in to fund the operation of bus service 205 (Dewsbury- Morley – Pudsey) at a cost of £120k pa

- 2.34 From the end of February, Arriva withdrew its service 117 (Ossett to Leeds), together with links between Knottingley and Castleford and evening services in SE Wakefield. The Combined Authority has made arrangements with other operators to maintain these links pending a longer term review. The current cost to the CA of these interventions is around £15,000 per month.
- 2.35 Depending on the outcome of Government recovery funding, the CA may be under pressure to fund the retention of other key bus links over 2022/23.

3. Tackling the Climate Emergency Implications

- 3.1. A well-used and attractive bus service will support the shift in travel from private cars to more sustainable modes needed to reduce carbon emissions from transport. The Bus Service Improvement Plan sets out a roadmap towards a zero-carbon bus fleet ahead of the Combined Authority's net zero target of 2038.
- 3.2. The EP is a mechanism to help deliver this vision in the shorter term by delivery of zero emission buses, subject to funding, as well as putting in place measures that will help transition journeys from the private car to public transport and active travel. These aims also align with the West Yorkshire Climate and Environment Plan over the next three years.

4. Inclusive Growth Implications

- 4.1. Buses are important in providing and enabling access to employment and training opportunities across West Yorkshire. Interventions outlined in the BSIP which transition into the EP will consider the needs of communities with higher levels of deprivation and those of less affluent travellers.

5. Equality and Diversity Implications

- 5.1. The BSIP seeks to identify options which make travel by bus an attractive and viable option for all members of the community. Where interventions relating to this transition into the EP they will consider the needs of all prospective bus users and will identify actions to promote inclusion.

6. Financial Implications

- 6.1. There are no financial implications directly arising from this report, however the implementation of a number of work areas highlighted in this report will raise financial implications. Where this is the case separate reports will be brought to the relevant committee.
- 6.2. At the time of writing, BSIP funding guidance was awaited from the Department for Transport. It is expected to include revenue funded elements. Government has previously indicated that capital elements would be funded from the City Region Sustainable Transport Settlement.

7. Legal Implications

- 7.1. There are no legal implications directly arising from this report. The process proposed by this report is in line with the provisions of the Bus Services Act and associated guidance.

8. Staffing Implications

- 8.1. There are no staffing implications directly arising from this report, however the implementation of a number of work areas highlighted in this report will necessitate the recruitment of additional human resource. Where this is the case separate reports will be brought to the relevant Committee.

9. External Consultees

- 9.1. West Yorkshire local authorities and local bus operators have been consulted on the Bus Service Improvement Plan and Enhanced Partnership documents. Their feedback has been taken into account and has shaped proposals where appropriate.
- 9.2. In addition, a number of statutory consultees have been consulted on the Enhanced Plan and initial Scheme.

10. Recommendations

- 10.1. That the Committee notes the report and provides any comments and feedback.

11. Background Documents

- 11.1. There are no background documents referenced in this report.

12. Appendices

None.

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Report to: Transport Scrutiny Committee

Date: 10 March 2022

Subject: Rail Update

Director: Liz Hunter, Interim Director Policy and Development

Author: James Nutter, Lead Policy Manager - Rail

1. Purpose of this report

- 1.1 To provide an update on latest national and regional rail restructuring, and to prompt a discussion on the role of the Combined Authority.

2. Information

Great British Railways: The Williams-Shapps Plan for Rail

- 2.1 The Williams-Shapps Plan for Rail was published by the Government as a White Paper on 20 May 2021.
- 2.2 The Williams Rail Review was commissioned by Government in September 2018 in response to widespread timetable disruption and a failing commercial model for delivering passenger services. The review was commissioned to make recommendations for reform that prioritise passengers' and taxpayers' interests.
- 2.3 Initially due to be published in late 2019, it was delayed by the General Election, and then the impact of COVID-19. The latter has resulted in franchises ending early, accelerating a key part of the reform proposals.
- 2.4 West Yorkshire's submission to the Review in 2019 called for reform that delivered:
- **clarity of objectives** for the railway in social, economic, and environmental terms;
 - **value for money** in day-to-day operation and in delivery of new infrastructure;

- a coordinated and integrated rail system with a **‘controlling mind’** with clear lines for influence and accountability;
- **devolution** to ensure that objectives reflect local priorities and conditions, with accountability to those most affected by the railway; and
- an **operationally independent of government** (but accountable) railway, with a long-term focus on investing in skills and competence.

2.5 The Review was also informed by the work and recommendations of the Blake-Jones Review, with a particular focus on the North. Sir Roger Marsh OBE was also part of an expert challenge panel that informed the review. Sir Roger held this role reflecting his professional background, his role as part of the NP11 group, and advocate for the North.

2.6 In overall terms, the White Paper proposes:

- Fundamental restructuring of the railway with a **new public sector arm’s length railway body** which will subsume the responsibilities of Network Rail, most rail functions of Department for Transport (DfT), and many operator roles to secure a more joined-up approach to running the railway. It will be called **‘Great British Railways’** (GBR), assume the role of ‘guiding mind’, and provide accountable leadership. It will comprise a heavily devolved regional structure, initially based on the five Network Rail regions.
- **Passenger services to be operated via Passenger Service Contract concessions** procured by Great British Railways. These tightly specified contracts will keep revenue risk with Great British Railways. The proposal is for Great British Railways to own the passenger relationship (ticketing, information, complaints). This will mean an end to competition between operators, provide greater clarity about who is in charge, with single sources of information and a consistent national railway brand (with potential for regional variations).
- **Reform of rail fares**, to sweep away historic complexity. This is long overdue to make the railway more user-friendly and affordable and is crucial to the recovery. This has started with national roll-out of flexible season tickets (8 in 28 days), and a promise to quickly roll out pay-as-you go ticketing in urban and commuter networks. The lessons from the TfN ticketing programme (and others) will be incorporated.
- **Commercial reform** of the railway, to make it more financially accountable and more affordable to taxpayers by removing complexity and ensuring projects are delivered efficiently and on time. Great British Railways is intended to bring the railway’s finances together in one place. Budgetary control will be internally devolved to regions and locally.
- **People reform** to attract a more diverse workforce and establish better career paths in the railway.

2.7 The proposals therefore address many of the main areas set out in the West Yorkshire submission. An extract of the 62 commitments contained in the

White Paper are included at **Appendix 1**, and a link to the full document provided in **Background Documents**.

- 2.8 The proposals set out in the White Paper will take at least three years to implement and will require primary legislation. Great British Railways is expected to be formally established in 2023. Andrew Haines (current Chief Executive at Network Rail) has been tasked on making a start on early proposals to realise benefits as soon as possible. This is likely to see the combining of parts of DfT, Rail Delivery Group and Network Rail as a shadow Great British Railways entity in short order.
- 2.9 In addition to its important national and inter-regional roles, the railway is an important part of the local transport mix in West Yorkshire. This is underlined by:
- Almost 7 in 10 passengers using trains in West Yorkshire are making trips within West Yorkshire.
 - Rail use at Leeds has more than trebled in the last 20 years – before COVID-19 there were over 30 million trips at Leeds station every year.
 - We spend over £900,000 annually on rail concessionary fares in West Yorkshire, widening access to local services, funded locally via council tax. Our MCard ticketing initiative is one of the biggest joint bus and train ticketing schemes outside of London.
 - We have invested over £40 m into projects to improve West Yorkshire’s rail network in the last 10 years and have an ambitious programme of over £180m of investment in the railway in the coming years. This is delivering new stations, improved passenger facilities and station accessibility, and enhancing station gateways at key centres around West Yorkshire.
 - Further growing the role of the railway will be vital to achieving our ambition to be a net zero carbon economy by 2038.
- 2.10 A central element of the White Paper proposals is for Great British Railways to have a heavily devolved structure with empowered regional management. Intended to be clearly accountable, they will take decisions over services and investment, building on the new regional approach adopted by Network Rail. The Williams Review was also informed by recommendations in the Blake-Jones Review which considered ways to make the railway in the north more accountable, and to address complexity in decision-making. The recently published Levelling Up White Paper did not confirm more details on how local partnerships with Great British Railways will work. However, the full scope of the partnerships will be limited without commensurate devolution of funding; no funding devolution proposals are included in the White Paper.

Next steps

- 2.11 The opportunity is now to shape the detail of the White Paper proposals as they are established. Officers continue to engage with DfT officials directly and with and through the Urban Transport Group (UTG) to ensure that the

local partnership structures are effective. For example it is understood that a consultation on legislation for the establishment of Great British Railways will be forthcoming soon. UTG have established a task and finish group to input to this legislation, which the Combined Authority is able to input to.

- 2.12 Meanwhile, at the West Yorkshire level we have taken a pro-active move to establish a West Yorkshire Strategic Rail Partnership. This has commenced in earnest with a meeting chaired by the Mayor, with relevant industry leaders to shape the ultimate relationship with Great British Railways. This will form the basis to establish a deeper and more influential partnership role with the railway locally across our strategy work, delivery programmes and transport services, to ensure local choices respond to local priorities and to secure wider benefits from our significant rail investment. Ultimately, this way of working paves the way for a locally integrated public transport network.
- 2.13 An initial meeting of the West Yorkshire Strategic Partnership took place in July 2021, where shared objectives and ways of working were agreed, reflecting on the findings of the analysis in the Blake-Jones Review. A second meeting took place in late 2021 where the Integrated Rail Plan was discussed, and next steps considered. A further meeting is planned for April 2022, with action taking place in the meantime to establish and agree how the Strategic Rail Partnership should be embedded as a new way of working between the railway and West Yorkshire Combined Authority.

Transport for the North

- 2.14 Transport for the North's role in rail will change fundamentally because of the reforms, and the move away from franchises. For pan-Northern issues there is a clear role for Transport for the North (TfN) where we pool our sovereignty with partners across the North, including making a strong case for investment in major projects such as TransPennine Route Upgrade and Northern Powerhouse Rail. The regional structure of Great British Railways also secures for TfN a necessary strategic role in securing co-ordination of strategy and a coherent delivery approach for the North across the two regions east and west of the Pennines.
- 2.15 The Transport for the North (TfN) Board met in Leeds on 24 November 2021 and considered rail reform. Members received an update on TfN's potential future role in the context of the formation of Great British Railways. Members supported a strategic role of TfN, and it was noted the important role the Local Enterprise Partnership partners bring to TfN, giving it a unique voice for the North.
- 2.16 Building on the above, the Rail North Committee met informally on 15 December 2021 and considered rail reform. Members offered strong support for the concept of 'double devolution' to both TfN and local areas. Further work is being done on the most appropriate geography for local devolution, with a paper on the subject being considered by the same Committee at its meeting on 9th March 2022. This paper includes a recommendation to establish a member working group to act as a sounding board for an officer

Project Board working on rail reform in the North. It will be important that West Yorkshire has appropriate representation in these groups.

Great British Railways. Whole Industry Strategic Plan

2.17 In February 2022 the West Yorkshire Combined Authority responded to the Call for Evidence being led by Great British Railways. Views were invited from within and beyond the rail sector, to inform the development of a 30-year strategy called a “Whole Industry Strategic Plan” (WISP) based around the following 5 strategic outcomes:

- Meeting customers’ needs
- Delivering financial sustainability
- Contributing to long-term economic growth
- Levelling up and connectivity
- Delivering environmental sustainability

2.18 In summary the Combined Authority asserted that a WISP should contain the following key messages

General Industry/Governance

- Railway is there to serve a wider purpose in society and not an end in its own right
- The railway must be accountable to those who use, fund and benefit from it
- Rail must be seen in the context of wider transport needs
- Trade-offs between outcome and cost must be informed
- There must be openness and honesty within the rail sector along with simplification of the industry to drive improved accountability for decision making and affordability
- Plans should not be made based on the current Covid-19 transport position – cannot assume current trends will continue

Customer

- Customers must be at the heart of the industry – simple affordable fares, good reliable service matching travel needs, full accessibility and a high-quality offer to encourage modal shift
- The rail industry must have some freedom to use their expertise to improve the passenger offer, grow the rail market and provide more financially sustainable services

Climate

- The strategy needs to prioritise the climate emergency and provide for inclusive growth for everyone across our region

- Rail freight must be encouraged, and new freight customers supported, balance between customer and freight services needs to be appropriate

Investment/Major Schemes

- There needs to be local powers/influence to ensure the that local needs are provided for
- Rail investment needs to be judged over the longer term to allow investment to provide longer term cost savings
- There must be acceptance that some investment/costs cannot be judged on a pure financial business case but on wider benefits and the government agenda of levelling up and decarbonisation.
- TRU should be delivered with full electrification and accessible stations. Details are required on disruption and timetabling planning to maximise the benefits of the programme and minimise the disbenefits to the local communities and businesses.
- Further studies will be required to look at options that deliver benefits close to the HS2 East and NPR network, CA should be involved in the governance process
- Leeds station needs the capacity required (both track and pedestrian capacity) as a major rail hub and bottleneck of the rail network, and the connectivity of Bradford needs to be transformed to realise the city's economic potential

West Yorkshire Rail Strategy

2.19 The West Yorkshire Rail Strategy is being drafted to be a showcase for the region's economic and connectivity ambitions, within the framework of the overall Connectivity Infrastructure Plan. In line with the published Rail Vision the Strategy will:

- Address critical capacity issues across the rail network and accommodate the forecast growth in the region.
- Enhance passenger experience to create a high-quality journey offer.
- Address significant disparity in the current rail service offer.
- Facilitate an integrated transport network with attractive door-to-door journeys.
- Support the decarbonisation of the rail network.

2.20 The West Yorkshire Rail Vision was written prior the publication of the IRP and the commencement of the development of the Whole Industry Strategic Plan and whilst the IRP (and to a lesser extent the WISP) must not dictate the direction the Rail Strategy should take, there should at least be some relation to what is proposed in these documents, even if it is to provide a counter-point to proposals or lack of, contained therein.

- 2.21 As a result of the publication of the IRP there is a slight delay to the development of the West Yorkshire Rail Strategy. However, it is still the intention to offer Transport Committee Members the opportunity to shape the Strategy. A workshop is now proposed to be held at the end of April. The purpose of the workshop is to provide members with a summary of the technical work undertaken to date and what this means for the Rail Strategy. Members will be asked if any key messages are missing and there will be an opportunity to help shape the Strategy.
- 2.22 A first draft of the Strategy will be circulated to Members in June, with a second workshop planned for July, where Members will be given the opportunity to comment on the draft document. It is planned to publish the Strategy shortly afterwards.

3. Tackling the Climate Emergency Implications

- 3.1 Rail is the lowest-carbon form of powered transport readily available, with the potential, through electrification and renewable generation, to be zero-carbon. The Combined Authority will need to bring influence to bear on the railway in order to provide sufficient capacity on the railway to allow decarbonisation through modal shift from car, lorry and air transport, and for future economic growth to rely on rail as part of our overall connectivity vision, will play a critical role in addressing the climate emergency

4. Inclusive Growth Implications

- 4.1 The Combined Authority's vision for future rail connectivity is inextricably linked to our goals for socially inclusive growth in the form of linking areas of deprivation to those of opportunity (such as access to jobs and education / training) and allowing the industries of the future to create sustainable and distributed wealth, providing high-quality employment. Therefore, being able to successfully influence the provision of capacity on the network to enable this vision to be realised is directly material to Inclusive Growth.

5. Equality and Diversity Implications

- 5.1 Being able to influence the railway to ensure that the rail network does not directly or indirectly discriminate against any parts of society is vital. This calls for the Combined Authority to have a role in steering and specifying how the railway evolves and improves over time in pursuit of this ambition.

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 report, consider the update on national and regional rail restructuring the role of the Combined Authority and provides any comments and feedback.

11. Background Documents

The Great British Railways White Paper can be accessed here:

<https://www.gov.uk/government/publications/great-british-railways-williams-shapps-plan-for-rail>

12. Appendices

Appendix 1 – EXTRACT OF THE WILLIAMS SHAPPS PLAN FOR RAIL

Our commitments

⇒ Chapter Three – Integrating the railways

- 1. A new public body, Great British Railways, will run the network in the public interest.**
- 2. Great British Railways will be the single guiding mind and leader that the railways currently lack.**
- 3. Great British Railways will be given the means to think and plan for the longer term.**
- 4. There will be a national brand and identity to emphasise that the railways are one connected network.**
- 5. Great British Railways will be a new organisation, not just a larger version of Network Rail.**
- 6. Great British Railways will be given a binding mandate to have as its primary focus serving the interests of passengers, freight customers and taxpayers and growing rail usage.**
- 7. Great British Railways will be mandated to increase efficiency and co-operation.**
- 8. The government will hold the railways' leaders accountable for meeting the needs of the customers and communities the network serves.**

- 9. A 30-year strategy will provide clear, long-term plans for transforming the railways to strengthen collaboration, unlock efficiencies and incentivise innovation.**
- 10. Great British Railways will be made up of powerful regional divisions, with budgets and delivery held at the local level, not just nationally.**
- 11. In England, new partnerships with Great British Railways' regional divisions will give towns, cities and regions greater control over local ticketing, services and stations.**
- 12. Devolved railways will be strengthened, with closer collaboration with Great British Railways improving services, consistency and co-ordination across the country.**
- 13. Community rail partnerships will be empowered to strengthen rail's social and economic impact.**
- 14. Station management will be integrated within Great British Railways to improve accountability for long-term investment in stations.**
- 15. Opportunities to better unlock housing, local economic growth and social value will be explored.**
- 16. Transport Focus will be reformed to become a passenger champion, advising the Secretary of State on passenger priorities.**
- 17. Performance and efficiency will be independently scrutinised by the statutory regulator, the Office of Rail and Road.**

- 18. Current safety and security rules will remain in place across the rail network. A consultation will be undertaken to ensure safety roles, rules and standards are appropriate for the future.**
- 19. Cross-sector organisations will be consolidated and integrated to enable the railways to operate more effectively and efficiently.**
- 20. Track access will be overhauled to make the best use of the rail network in the overall public interest.**

⇒ Chapter Four – **Replacing franchising**

- 21. Franchising will be replaced by new Passenger Service Contracts.**
- 22. Passenger Service Contracts will focus operators on meeting passengers' priorities and will incentivise them to grow rail usage.**
- 23. Each Passenger Service Contract will be designed to support the needs of passengers and the whole network, as part of an integrated system.**
- 24. Passenger Service Contracts will be different across the network and will not take a one-size-fits-all approach, including on contract length.**
- 25. Operators will have greater commercial freedom on some parts of the network, with revenue sharing arrangements where appropriate. New open access services will also be explored where spare capacity exists.**

- 26. The geographic and financial size of Passenger Service Contracts will reflect local markets and needs.**
- 27. Competition for Passenger Service Contracts will be greater than for franchises and Great British Railways will aim to compete all contracts.**
- 28. If operators fail, the government will be ready to step in and take control where needed.**
- 29. The government will work with the sector and potential new market entrants to develop and implement these changes.**

⇒ Chapter Five – A new deal for passengers

- 30. Easy, frictionless payment options for every journey will be introduced across the network.**
- 31. Pay As You Go journeys will be expanded outside London to make millions more trips straightforward.**
- 32. Digital tickets will be introduced across the network.**
- 33. A new Great British Railways website and app will create a personalised travel experience.**
- 34. Customer service at stations will be modernised, with one-team working expanded across the network.**
- 35. Fares will be simplified.**
- 36. Affordable fares and season ticket caps will continue to be protected.**

- 37. Off-peak services will be protected.**
- 38. New flexible season tickets will be introduced to reflect changing working patterns.**
- 39. Journeys across rail, bus, tram and bike will become seamless in the future.**
- 40. Getting to the station on a bike and taking it on a train will be made easier.**
- 41. Trains will be made more pleasant to travel on and easier to work aboard.**
- 42. Compensation will be simpler and easier to claim, with a consistent, modern process right across the network.**
- 43. Passengers will receive clear, consistent information before, during and after their journeys. Their experiences will be monitored more effectively.**
- 44. The first robust national accessibility strategy and long-term investment programme will improve inclusion and access for all.**

⇒ Chapter Six – **Unleashing the private sector's potential**

- 45. The economic and environmental benefits of rail freight will be supported by a new, customer-focused approach, modern track access rights and new safeguards.**
- 46. Operators will take a lead role in improving services and performance by innovating with private partners, including train-leasing companies.**

47. **Modern contracts will be introduced to increase competition, reduce costs and help to attract private investment for new technologies.**
48. **Partnerships with other key infrastructure providers, such as broadband innovators, will help to boost the country's drive towards a revolution in connectivity.**
49. **New, locally-led innovation schemes will unlock smarter working and support growth.**
50. **Local engagement will better support small- and medium-sized enterprises and start-ups.**
51. **Contestability across operations will be increased, but sub-contracting will need to deliver real value for money.**

⇒ Chapter Seven – Accelerating innovation and modernisation

52. **Electrification of the network will be expanded, and alternative technologies such as hydrogen and battery power will help to achieve zero emissions from trains and reduce air pollution.**
53. **The contribution of the railways to the nation's green recovery will be strengthened, including through a comprehensive environment plan by 2022 that will establish rail as the backbone of a cleaner future transport system.**
54. **Energy efficiency, renewable power production, tree-planting and other green initiatives across the rail estate will be accelerated.**

- 55. Long-term investment in climate resilience will be prioritised, supported by smarter forecasting, planning and technology.**
- 56. An ‘open by default’ approach to data sharing will better inform journeys, improve transparency and unlock new technology.**
- 57. Research, development and innovation funding will be simplified to make it more outcome focused and to improve collaboration.**
- 58. SPEED will accelerate the delivery of improvements, making more efficient results the new normal.**

⇒ Chapter Eight — Empowering rail’s people

- 59. A new joined-up, cross-sector training and skills offer will support people at every career stage to develop skills and bring in experience from outside the rail sector.**
- 60. A sector-wide workforce plan will be developed to assist employers and build system-wide resilience.**
- 61. Diversity across the sector will be improved through the inclusion of stretching measures in contracts to actively promote and increase recruitment and retention of a diverse workforce.**
- 62. Comprehensive data on productivity and pay will be collected and published by ORR, which will report on the data and compare it with that of other sectors and labour markets.**

Image (page 111) — Dawn on the railways at Clapham High Street, South London.

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Report to: Transport Scrutiny Committee

Date: 10 March 2022

Subject: **Behaviour Change**

Director: Liz Hunter, Interim Director Policy & Development

Author: Helen Ellerton, Interim Head of Transport Policy

1. Purpose of this report

- 1.1 To inform and update the committee on behaviour change activity related to enabling people across West Yorkshire to use sustainable transport modes, being delivered by the West Yorkshire Combined Authority and its partners.

2. Information

Behaviour Change in the Connectivity Infrastructure Plan

- 2.1 Delivering a high quality, integrated transport infrastructure is an essential element of our Connectivity Infrastructure Plan for achieving our economic, social and environmental objectives. To enable people across West Yorkshire to change how they travel calls for range of policy measures and supporting programmes.
- 2.2 As outlined in the Connectivity Infrastructure Plan, the Combined Authority have stated the need for a long-term, comprehensive behaviour change programme for the region, that dismantles the barriers to cycling, walking and public transport use. This work is more important than ever, not only as we look to address the health and economic challenges of the COVID-19 pandemic, but also in helping us achieve our aim of becoming a net zero carbon economy by 2038.
- 2.3 The Combined Authority will deliver a programme of behaviour change activity, that is targetted to support people to travel more by bus, rail, bike and on foot, as well benefit from the innovative modes of transport that will be delivered by live and forthcoming transport infrastructure programmes, including the Transforming Cities Fund and City Region Sustainable Transport Settlement (CRSTS).

- 2.4 This activity will be based on insight into people's travel behaviours, undertaken by the Combined Authority and examples from other areas, as well the evaluation of previous activity, building on the success of programmes such CityConnect, our dedicated cycling and walking infrastructure programme which is supported by a dedicated behaviour change team, as well as the Leeds Public Transport Infrastructure Programme (LPTIP).

Evidence and Insight in Behaviour Change

- 2.5 The West Yorkshire Transport Strategy 2040 sets out ambitious targets to increase travel by bus by 25%, travel by bike by 300% and travel on foot by 10%, as well as reduce trips by private car by -3.5% by 2027.
- 2.6 To enable more people to make more sustainable travel choices, the Combined Authority will change their environment, engage with communities, and encourage people through a combination of investment in transformative infrastructure and supporting behaviour change activities.
- 2.7 We have learnt through the delivery of programmes such as CityConnect and Connecting Leeds, as well as through DfT grant funded revenue programmes, such as the Cycling and Walking to Work Fund, that addressing both physical and behavioural barriers to taking up more active modes, is most successful when done together.

Barriers and Motivations

- 2.8 In order to develop and deliver a behaviour change package that targets the right audiences and the behaviours we want to change, we will base the development of the activities on the insight we have into the barriers people face when choosing to travel more sustainably and the motivations that might encourage more journeys to be made on foot, by bike or by bus. This learning will be drawn from insight work that has already been undertaken by the Combined Authority and its partners, as well as commissioning further research where gaps have been identified.
- 2.9 In 2018, a piece of market research was commissioned to further understand the barriers that prevent people in West Yorkshire from taking up cycling as a mode of travel, and the motivations that would enable them to do this. Surveying a sample of 500 people across West Yorkshire, this research found that 73% of respondents thought that cycling had a positive impact on the local environment, 80% thought cycling had a positive impact on air quality and 62% thought cycling made a positive contribution to life in West Yorkshire. 80% of respondents agreed that cycle safety needed to be improved.
- 2.10 To identify a base audience of people who would consider cycling, 53% of people thought they should cycle more, with 25% considering cycling in the near future. The most identified barriers to taking up cycling were safety (31%), not wanting to ride on the roads (29%) as well as access to a bike (23%) and confidence when cycling (20%). A combination of improved routes, tackling safety concerns, and supporting measures such as training and

increasing access to bikes, is being addressed through programmes such as CityConnect, which delivers improved and segregated routes supported by behaviour change activity. The biggest motivating factors to travel by bike for both leisure and utility, such as work, was health, wellbeing and enjoyment of the activity. A further 61% of people considering cycling to work said improvements in facilities at their place of work would encourage them.

- 2.11 Using this research, we have developed the active travel behaviour change being delivered through the Combined Authority's CityConnect programme. This piece of research is supported by the learnings we have from the evaluation of activity delivered by this programme. To widen this activity across the TCF and CRSTS programme, and to better understand barriers to travel around bus, a further commission is currently being developed and will be made live in spring 2022, with the work being undertaken in the next few months.

Evaluation and success of current delivery programmes

- 2.12 Since 2014, the Combined Authority have delivered a dedicated cycling and walking programme, CityConnect, which delivers new, high-quality cycling and walking infrastructure and is supported by a dedicated comms and engagement team which deliver a broad range of activity that enables people to cycle and walk, more often. An overview of the successes of this programme can be found here <https://www.cyclecityconnect.co.uk/cityconnect-at-five>
- 2.13 The CityConnect programme is delivered in partnership with our district partners, as well as delivery partners including Cycling UK and Living Streets. Offers are available to people across West Yorkshire, with targetted activities to communities that have also benefitted to new infrastructure that supports travel by bike or on foot. This principle of co-ordinated engagement activity will be brought into new transport infrastructure programmes.
- 2.14 The behaviour change programme delivered through the CityConnect programme is targetted at key audiences including businesses, schools and communities as well as activities that target barriers to active travel, such as the inability to cycle or have access to a bike, as well as pioneering a social prescribing programme that supports people's physical and mental health. An overview of the outcomes of some of these initiatives is outlined below.
- 2.15 The ability to ride a bike, confidently and safely is a significant barrier for people to make journeys by bike. Through the CityConnect programme, the Combined Authority have successfully delivered free adult cycle training to 2910 people since 2017, including 450 bikes to people receiving universal credit. Almost two-thirds (65%) of the people who received a bike as well as training now cycling at least once a week.
- 2.16 This delivery programme has been designed to be inclusive and is delivered in some of our most disadvantaged communities. The programme has also successfully targeted the most deprived communities in West Yorkshire, with

two thirds (66%) of bike recipients living in some of the most disadvantaged neighbourhoods.

- 2.17 The Combined Authority have, in partnership with Cycling UK, developed and delivered a pioneering programme of health-based cycle training, Cycle for Health. The initiative has delivered significant mental and physical health benefits to over 1000 people, through 12-week cycle training courses.
- 2.18 The evaluation pre-pandemic of this project showed considerable improvements in mental wellbeing, with people reporting a 32% increase in confidence, a 29% increase in feeling close to others and a 26% increase in feeling relaxed. At the start of the programme, 82% were not meeting the NHS physical activity guidelines of 150 minutes per week, with 31% doing less than 30 minutes a week. The programme is currently being delivered through the DfT Capability, and it is proposed to continue the programme for at least a further 2 years, delivering 12-week courses to another 540 people.
- 2.19 Through the CityConnect programme, the Combined Authority have developed bespoke active travel offers including supporting schools and businesses to be more bike and walk friendly. We have worked with 63 of schools across West Yorkshire to deliver tailored activity to support pupils prior to bikeability training that requires children to be able to ride a bike. This has been supported by the installation of bike and scooter parking at 108 schools across West Yorkshire in 2021/22, with 2381 spaces delivered. Bespoke training to key workers at priority schools have also been delivered by our district partners to complement this.
- 2.20 The Combined Authority have developed a bespoke 'bike friendly business' accreditation that works with organisations to proactively encourage employees to travel to work by bike. Supported by a small grants programme, we have worked with 312 employers with 103 accredited, including 21 as gold standard. Organisations who have participated in the bike friendly business programme have seen an average 20% increase of staff cycling to work. This work is complemented by the delivery of walking engagement, currently delivered in partnership with Living Streets, the national walking charity, to businesses and schools across West Yorkshire, including supporting the Walk once a Week project, funded directly by DfT.
- 2.21 Building on the development of these initiatives, the Combined Authority will widen this delivery to a broader range of audiences, funded through the DfT Capability Fund, of which the Combined Authority successfully secured £1.35 million of revenue funding to continue targetting activity to enable more cycling and walking journeys in August 2022. This activity will include a programme of inclusive cycle training, family cycling sessions, as well as walking engagement activity delivered in an early years setting such as nursery or pre-school.
- 2.22 Support will also be available to develop active travel hubs across West Yorkshire, starting with providing support to 10 existing locations to widen participation in walking and cycling in local communities. A competitive grant

application programme is planned to go live in March 2022, building on the CityConnect community grants programme, which has delivered support to 92 community organisations in 2021 to deliver activity at a grass roots level.

Proposed delivery through Transforming Cities Fund Programme and City Region Sustainable Transport Settlement

- 2.23 A wide-ranging behaviour change programme that will enable a shift to sustainable travel modes is planned to support the delivery of the TCF and CRSTS programmes, which will deliver transformation changes to the transport network across the region in the next five years. This programme will be targetted across modes, including bus, rail, cycling and walking as well as to support innovative modes of travel planned through the programme such as Demand Responsive Transport and Mobility Hubs. Building on the success of activities delivered through the CityConnect and Connecting Leeds programmes, this activity will be insight led and targetted to new infrastructure, as well as priority areas identified by our district partners.

Pilots – Social Prescribing

- 2.24 As part of the latest round of Active Travel Capital Funding, the DfT invited areas to become part of a series of national pilots. Bradford, Calderdale and Leeds all submitted expressions of interest in developing both social prescribing pilots and also the development of “mini-Hollands” (as piloted in London, such as Waltham Forest).
- 2.25 Whilst the mini-Holland competition results are yet to be announced, all three districts were successful in negotiating two rounds of sifting and have now been granted money to undertake a feasibility study to develop their ideas around the social prescribing pilot and re-submit it for the final competition.
- 2.26 This success has been built both on the high-quality applications submitted by the three districts (Kirklees and Wakefield chose not to apply) and also due to West Yorkshire’s established success and award-winning, nationally recognised position as a leader in the field of behaviour change around active travel.

3. Tackling the Climate Emergency Implications

- 3.1 There are no climate emergency implications directly arising from this report.

4. Inclusive Growth Implications

- 4.1 There are no inclusive growth implications directly arising from this report.

5. Equality and Diversity Implications

- 5.1 There are no equality and diversity implications directly arising from this report.

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 report and provides any comments and feedback.

11. Background Documents

A series of case studies of people that have benefitted from the initiatives delivered by the CityConnect programme can be found here <https://www.cyclecityconnect.co.uk/get-inspired/inspirational-stories>

12. Appendices

None.



Report to: Transport Scrutiny Committee

Date: 10 March 2022

Subject: **Transport Scrutiny Work Programme 2021/22**

Director: Angela Taylor, Director of Corporate & Commercial Services

Author: Khaled Berroum, Statutory Scrutiny Officer

1. Purpose of this report

- 1.1 To note the Transport Scrutiny Work Programme for 2021/22.
- 1.2 To consider any additional agenda items, formal referrals to scrutiny, reviews, call in, and any other tasks, issues or matters the Committee resolves to undertake or consider further.

2. Information

Scrutiny Work Programme

- 2.1 The Work Programme outlines the work the Committee has resolved to undertake, investigate further and focus on in the current municipal year (June 2021 – June 2022) within the resources, remit and powers available to it.
- 2.2 The work programme is set at the beginning of the year and, as a live document, is considered at each meeting where it can be amended and changed as the year progresses.

Referrals to scrutiny

- 2.3 Under Scrutiny Standing Order 7, any Scrutiny Member, any Combined Authority Member or any elected Member of a West Yorkshire council (or the City of York Council) may formally refer a matter to the Committee for consideration. The referral must be in writing to the Statutory Scrutiny Officer. The Committee must then consider and discuss the referral and respond to the referrer explaining whether or not it will consider the matter further and why.
- 2.4 There are no formal referrals for this committee to consider.

Agenda items and topics for consideration 2021/22

- 2.5 At the first committee meeting of the year in September, members considered the Combined Authority's corporate priorities and plan alongside the Mayor's Pledges and, following further questions and discussions with senior officers, discussed a number of possible topics and items to consider further this year.
- 2.6 The resultant work programme was adopted at the previous meeting in November and is attached at **Appendix 1**. The document also includes the topics to be considered by the other two scrutiny committees so that scrutiny members are always aware of what work the other scrutiny committees are undertaking.

Key decisions and call in

- 2.7 Scrutiny members may call in any decision of the Mayor, Combined Authority, a decision-making committee and any key decisions taken by an officer (with the exception of urgent decisions). Key decisions are defined as any decision incurring a financial cost or saving of £1 million or more, or a decision likely to have a significant effect on two or more wards.
- 2.8 Decision-makers have two days to publish notice of a decision, at which point scrutiny members have five working days to call in the decision, delaying its implementation, and formally requiring the decision maker to reconsider.
- 2.9 Any five scrutiny members – including at least one member from two different constituent councils (West Yorkshire) – may call-in a decision by notifying the Statutory Scrutiny Officer in writing by 4.00 pm on the fifth working day following publication of a decision notice. The relevant scrutiny committee then has 14 days to meet and scrutinise the decision and make any recommendations. Further information is set out in Scrutiny Standing Order 14.
- 2.10 The latest key decisions and forward plans of key decisions are published and available for viewing on the [key decisions section of the Combined Authority's website](#).

Actions for the Statutory Scrutiny Officer

- 2.11 As outlined in Scrutiny Standing Order 17, the statutory scrutiny officer provides support to a scrutiny committee's work programme and all scrutiny members in exercising their scrutiny duties and fulfilling their objectives.

Changes in membership since the last meeting

- 2.12 Since the last meeting, no changes in membership have occurred:

3. Tackling the Climate Emergency Implications

3.1 There are no climate emergency implications directly arising from this report.

4. Inclusive Growth Implications

4.1 There are no inclusive growth implications directly arising from this report.

5. Equality and Diversity Implications

5.1 There are no equality and diversity implications directly arising from this report.

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 To note or amend the Scrutiny Work Programme.

11. Background Documents

None.

12. Appendices

Appendix 1 – Joint Scrutiny Work Programme 2021/22

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Scrutiny Work Programmes 2021/22

Summary of main topics (*subtopics and objectives outlined within*)

Committee	Topics	Meetings
Corporate	<ol style="list-style-type: none"> 1. Partnerships and mayoral soft power 2. Budget and business planning 3. Overall strategic and financial decision-making 4. Workforce and corporate systems 	19 November 2021 (MQT) 21 December 2021 – budget workshop 21 January 2022 11 March 2022
Transport	<ol style="list-style-type: none"> 1. Buses (franchising and improvement plans) 2. Behaviour change in decarbonisation 3. Freight (incl waterways) 4. Road management and policy 5. Rail reforms 	18 November 2021 20 January 2022 (MQT) 10 March 2022
Economy	<ol style="list-style-type: none"> 1. COVID-19 recovery: growth, jobs and skills 2. Impact of inward investment (Incl. Channel 4 & culture) 3. Rural issues 4. Housing pledge and powers 	17 November 2021 19 January 2022 16 February 2022 – Inward Investment/Channel 4 workshop 9 March 2022 (MQT)
<i>All Committees</i>	<ol style="list-style-type: none"> 1. (Relevant) Mayors Pledges 2. Work programme 	9 July 2021 – induction intro workshop

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Corporate Scrutiny Committee

Summary:

1. Partnerships and mayoral soft power
2. Budget and business planning
3. Overall strategic and financial decision-making
4. Workforce and corporate systems

Topic	Sub-topics	Objectives	Meetings	Notes and tracking
Partnerships and mayoral soft power	West Yorkshire partnership	<p>Understand how well the CA works with the five authorities and York in all matters – incl. possibly:</p> <ul style="list-style-type: none"> • officer liaison, • knowledge sharing, • policy development, • project management, • service delivery, • communications / engagement, • and any other cooperation <p>Explore quality of current relationships between CA + councils and between councils and potential areas for improvement in joint working.</p>	All	
	External partnerships	<ul style="list-style-type: none"> • Understand what is being done to strengthen relationships with other Mayors/MCAs (on pan-northern and cross-border things) and central government (and other key stakeholders such as operators). • Understand what other partnership opportunities are being identified and how they are pursued. 	November 2021	

	Communications & Engagement	<ul style="list-style-type: none"> Understand the Mayor / CA's comms/marketing/engagement strategy to raise their profile. Explore how well the CA engages with elected members and the public (particularly consultation on schemes) 	November 2021	
Budget and business planning	Budget setting and business planning 2022/23	Explore the biggest pressures and risks and possible mitigations in budget setting (2022/23).	January 2022 December 2021 Workshop	
	Budget performance 2021/22	Monitor budget performance in the current financial year (2021/22).	Standing Item	
Overall strategic and financial decision-making	Gainshare, strategic investment framework and other spending priorities	Understand and explore how the Mayor / CA decide what to invest in – particularly Gainshare (E.g. Strategic Investment Framework.)	January 2022 December 2021 Workshop March 2022	
	Sources of funding	Understand what possible extra funding sources are available to the CA – including government funding, business rates and precepts.	January 2022 December 2021 Workshop March 2022	
	Strategic prioritisation and consistency	<ul style="list-style-type: none"> Understand how strategic priorities are determined. Explore how conflicts between priorities are resolved and which priorities had to be left out. 	January 2022 December 2021 Workshop March 2022	
	Impact and performance assessment	Understand the process and methodology of performance and impact assessment and how it is considered during decision making (E.g. carbon impacts, EDI)	January 2022 December 2021 Workshop March 2022	
	New governance and scrutiny structures	Monitor the effectiveness of the new governance and scrutiny structures	March 2022	

		established after the Mayor's election – and review as appropriate.		
Workforce and corporate systems	Workforce planning	<ul style="list-style-type: none"> • Understand how the workforce has evolved since the MCA was established – and future expectations. • Explore current preparations and any challenges or areas of concern (such as funding, resources, and delivery capacity). 	March 2022	
	Recruitment, retention and apprenticeships	<ul style="list-style-type: none"> • Understand how well the CA attracts, recruits, utilises and retains talent – (local talent in particular) and explore current challenges in these areas. • Understand the current position with regards to apprenticeships within the CA. 	March 2022	
	Upgrade of corporate systems	<ul style="list-style-type: none"> • Understand plans to upgrade internal systems. • Explore the capacity for greater harmonisation of systems across the five member authorities and CA e.g. in finance, HR, ICT and project management. 	January 2022	
	Cyber security and ICT resilience	<ul style="list-style-type: none"> • Understand the CA's current position re: cyber security and ICT resilience. • Explore current risks and how the CA will evolve now the pandemic exposed increasing reliance on technology and system/information security vulnerability. 	March 2022	

Transport Scrutiny Committee

Summary:

1. Buses (franchising and improvement plans)
2. Behaviour change in decarbonisation
3. Freight (incl waterways)
4. Road management and policy
5. Rail reforms

Topic	Sub-topics	Objectives	Meetings	Notes and tracking
Buses <i>(in parallel with behaviour changes)</i>	Bus franchising	Understand ambitions for bus franchising and the statutory process (including lessons learned from Greater Manchester)	November 2021 March 2022	
	Bus improvement plans: 1. network coverage – rural and urban 2. connectivity and integration with modes (e.g. Rail, cycling and walking) 3. reliability and frequency of services (including use of technology) 4. costs and ticketing 5. partnership working (with transport operators and councils)	Understand the current position of the bus network in WY and explore bus improvement plans – with a focus on the subtopics and connectivity with other modes of travel including rail and active travel.	November 2021 March 2022	
Behaviour changes (and inclusion) in decarbonisation	Research, data and general understanding	Explore current understandings in the transport sector about:	November 2021 January 2022 March 2022	

<i>(in parallel with bus improvement plans)</i>		<ol style="list-style-type: none"> 1. why people travel how they do e.g. cycling, buses, cars 2. how habits changed over time 3. what changes habits 		
	'Seldom heard groups'	<ul style="list-style-type: none"> • Understand the challenges faced by 'seldom heard groups' (e.g. disabled, neurodiverse) in using transport and how well they are engaged in consultations. • Explore if their needs are being taken adequately into account. 	November 2021 January 2022 March 2022	
	Youth engagement	Understand current engagement with young people and explore what more could be done to engage them on using public transport and cycling etc.	November 2021 January 2022 March 2022	
	Unlikely transport users	Understand how unlikely users of certain transport modes (e.g. buses, rail, cycling) are defined, identified, considered and engaged.	November 2021 January 2022 March 2022	
Freight (incl. waterways)		Understand current position on freight and explore how assets such as waterways/canals have been considered as decarbonisation and commercial/economic opportunities.	Possible workshop	
Road policy and management		Understand current position on roads and explore how roads and highway policy/management is harmonised and coordinated across the region and policy areas (such as connectivity with active travel) <ol style="list-style-type: none"> 1. how it works now, 	January 2022	

		2. why it wasn't changed with devolution 3. how it could work in future		
Rail reforms		Monitor national plans and reforms in the rail sector and explore possible implications for West Yorkshire and impact on the CA's existing plans.	March 2022	

Economy Scrutiny Committee

Summary

1. COVID-19 recovery: growth, jobs and skills
2. Impact of inward investment (Incl. Channel 4 & culture)
3. Rural issues
4. Housing pledge and powers

Topic	Sub-topics	Objectives	Meetings	Notes and tracking
COVID-19 recovery: economic growth, job creation, skills, and other opportunities	Data and intelligence	Understand economic picture, what economic/social data is analysed and how it influences CA activity.	November 2021 January 2022	
	Influence and impact of CA/LEP activity – outputs, outcomes & additionality	<ul style="list-style-type: none"> • Understand what levers the CA has to make an impact on the economy. • Explore return on investment and whether a) targets are being achieved and b) if this constitutes additionality. 	November 2021 January 2022	
	Jobs and skills strategy – short and long term	<ul style="list-style-type: none"> • Understand job creation strategy and explore outcomes. • Understand how CA can help plug short term demands (such as shortages in HGV drivers, agricultural workers, service, retail, hospitality and security staff etc) 	November 2021 January 2022	

		<ul style="list-style-type: none"> Explore long term AEB strategy and how local labour needs and are calculated and considered. 		
	Local growth – strengths and assets vs weaknesses and gaps	<ul style="list-style-type: none"> Understand region’s unique assets/opportunities and ‘growth engines’ and what other strengths could be developed and utilised to drive growth – particularly long term and ‘future proof’ sectors. Understand the region’s economic weaknesses (e.g. productivity and innovation) what gaps there are in the current recover/growth strategy and explore possible mitigations. 	November 2021 January 2022	
	Other post-pandemic opportunities	Explore potential post-pandemic opportunities e.g. rise in ‘entrepreneurship’ as alternate ‘job creation’ and local ‘community economies’.	November 2021 January 2022	
	Partnership working – partner councils	Understand current joint working with partner councils to avoid duplication and fit in with local strategies.	November 2021 January 2022 March 2022	
Impact of inward investment	Return on investment and additionality	<ul style="list-style-type: none"> Explore whether targets are being met and 	February 2022 Workshop	

	(Channel 4 as a case study)	<p>whether there is an appropriate return on investment vs resources dedicated to supporting incoming enquiries and outgoing proactive bids.</p> <ul style="list-style-type: none"> • Explore level of – and evidence of – additionality and whether investment makes a difference in relocations and leads to economic outputs. • Understand implications of possible competition between areas within WY and between MCA areas. • CASE STUDY: Explore if Channel 4 investment delivered promised outcomes – immediate (number of jobs created) and strategic (catalyst for growth in local creative sector). 		
Rural issues	Strategic gap	Understand how well rural-specific issues have been considered in wider strategies/plans, analysis and support services – in particular, agricultural/food business in the context of local supply chain resilience,	January 2022	

		skills shortages and business support/grants.		
	Digital connectivity	Explore current activity aiming to improve digital connectivity in rural areas.	January 2022	
Housing pledge and powers	Powers – current and future	<ul style="list-style-type: none"> • Understand CA's current housing powers in the absence of spatial strategy and other devolution planning powers – and how CA's functions are expected to change in the future? • Understand how CA can enable housing development within current powers while housing remains an LA function. 	January 2022 March 2022	
	Delivering pledge and coordination with partner councils	<ul style="list-style-type: none"> • Explore steps which could be taken to ensure homes are affordable and targets are met. • Understand how local plans will be taken into consideration. 	January 2022 March 2022	

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