TRANSPORT COMMITTEE

MEETING TO BE HELD AT 11.00 AM ON FRIDAY, 5 NOVEMBER 2021 IN COUNCIL CHAMBER, CIVIC HALL, CALVERLEY ST., LEEDS LS1 1UR. THE MEETING WILL ALSO BE LIVESTREAMED HERE: https://westyorks-ca.public-i.tv/core/portal/webcast_interactive/613812

A G E N D A

This meeting will be held in the Council Chamber at Civic Hall, Leeds LS1 1UR.

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. The meeting will be livestreamed and can be viewed via the link at the top of the agenda, and a recording will be uploaded to our YouTube channel following the meeting.

Coronavirus is still circulating so please follow all the Covid safe rules. Even if you have had the vaccine but have Coronavirus symptoms: a high temperature; a new, continuous cough; or a loss or change to your sense of smell or taste, you should NOT attend the meeting and stay at home and get a PCR test. For those who are attending the meeting, you are encouraged to bring a face covering.

This meeting will be filmed for live or subsequent broadcast via the Combined Authority's internet site. If you have any queries regarding this, please contact Governance Services on 0113 251 7220.

1. APOLOGIES FOR ABSENCE

2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS

3. EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC

1. To highlight Agenda Item 9 Appendix 1 which officers have identified as containing exempt information within the meaning of Schedule 12A to the Local Government Act 1972, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.

2. To consider whether or not to accept the officers' recommendation in respect of the above information as set out Agenda Item 9 Appendix 1.

3. If the recommendation is accepted, to formally pass the following resolution:-

   RESOLVED – That in accordance with paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972, the public be excluded from the meeting during consideration of Agenda Item 9 Appendix 1 on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information and for the reasons set out in the report that in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

4. MINUTES OF THE MEETING OF THE TRANSPORT COMMITTEE HELD ON 17 SEPTEMBER 2021

(Pages 1 - 10)

5. NOTES OF THE JOINT DCSC MEETING 26 AUGUST 2021

(Pages 11 - 20)

6. TRANSPORT NETWORK UPDATE

(Pages 21 - 44)

7. FUTURE MOBILITY STRATEGY

(Pages 45 - 106)

8. RAIL STRATEGY CAPACITY CHAPTER

(Pages 107 - 112)

9. BUS ENHANCED PARTNERSHIP

(Pages 113 - 136)

10. LEEDS CITY REGION TRANSPORT UPDATE

(Pages 137 - 150)

11. SUMMARY OF TRANSPORT SCHEMES

(Pages 151 - 156)

Signed:

Managing Director
West Yorkshire Combined Authority

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MINUTES OF THE MEETING OF THE TRANSPORT COMMITTEE HELD ON FRIDAY, 17 SEPTEMBER 2021 AT COUNCIL CHAMBER, CIVIC HALL, CALVERLEY ST., LEEDS LS1 1UR

Present:

Councillor Susan Hinchcliffe (Chair)	Bradford Council
Councillor Kim Groves	Leeds City Council
Councillor Manisha Kaushik	Kirklees
Councillor Martyn Bolt (Leader of the Opposition)	Kirklees Council
Councillor Neil Buckley	Leeds City Council
Councillor Suhail Choudhry	Bradford Council
Councillor Allan Garbutt	Wakefield Council
Councillor James Homewood	Kirklees Council
Councillor Rizwana Jamil	Bradford Council
Councillor Naveed Riaz	Bradford Council
Councillor Taj Salam	Bradford Council
Councillor Daniel Sutherland	Calderdale Council
Councillor Andy D'Agorne	York Council

In attendance:

Councillor Eric Firth	Kirklees Council
Councillor Jane Scullion	Calderdale Council
Dave Pearson	West Yorkshire Combined Authority
James Nutter	West Yorkshire Combined Authority
Dominic Martin	West Yorkshire Combined Authority

15. Apologies for absence

Apologies were received from Cllr Thornber, Cllr Keith, Cllr Cunningham, Simon Pringle, Mark Roberts, Cllr Morley, and Cllr Hayden.

16. Declarations of disclosable pecuniary interests

There were no pecuniary interests declared during the meeting.

17. Exempt information - possible exclusion of the press and public

There were no items that required the exclusion of the press and public.

18. Minutes of the meeting of the Transport Committee held on 2 July 2021

Resolved: That the minutes of the Transport Committee meeting of 2 July 2021 be approved.

19. City Region Sustainable Transport Settlement

The Transport Committee received an update on the development and submission of a City Region Sustainable Transport Settlement (CRSTS) funding bid to the Government for the period 2022-2027.

The Combined Authority's CRSTS bid had been submitted on 10 September 2021 and was for a five-year settlement covering 2022/23 to 2026/27. Two potential funding bands had been set for the region, ranging from £570 million to £920 million, with the amount awarded depending on bid quality. The bid built on the work done as part of the Connectivity Infrastructure Plan, and delivery of a mass transit system was noted to be central to the bid.

The potential of the funding to deliver transformational change was highlighted, particularly via a mass transit system, and it was hoped that this would increase economic opportunities in the region.

Members highlighted a potential impact on any Dewsbury to Bradford corridor for mass rapid transit, particularly along the Spen Valley Greenway, of an expression of interest received from a distribution warehouse which could potentially encroach upon the former rail corridor, but it was noted that any routes for mass transit were still to be decided upon. It would be important to deliver the right routes as part of any implementation of mass transit, as well as the right business case solution.

Members also emphasised the need to ensure that goals to support carbon reduction were reflected throughout all major schemes undertaken by the Combined Authority, raising recent objections to plans to widen the A629 in Huddersfield, which would require a number of mature trees to be cut down in order to increase the flow of traffic on the route. However, it was noted that buses were a strong priority in Kirklees, and many schemes to support this were in the planning and consultation stage, with all due care and consideration being made to any representations by the community or stakeholders. £10 million had been included within the bid for the district, aimed at supporting interventions to incentivise modal shift toward bus use.

The uncertainty around several aspects of transport in the region was discussed, particularly in regards to the eastern leg of HS2 and accompanying station work in Leeds, the potential new eco-friendly terminal at Leeds Bradford Airport, Northern Powerhouse Rail (NPR), and recently-announced East Coast Mainline delays until 2023. It was noted that many of these issues would need to be resolved by the Government, and concerns were raised around how a substantial bid could be put forth which included all the region's needs when there was still this degree of uncertainty around major factors. This would be discussed further under the Leeds City Region Transport Update item.

The outcome of the bid was expected to be announced with the Comprehensive Spending Review on 27 October 2021.

20. Bus Service Improvement Plan

The Transport Committee received an update on the development of the Bus Service Improvement Plan (BSIP) and an overview of the key content that would be included in the final document.

As discussed at the last meeting of the Transport Committee, all Local Transport Authorities (LTAs) were required to produce a BSIP by the end of October setting out their regions' ambitions and plans for recovering bus patronage after the effects of the pandemic, as well as growing the proportion of bus users. The BSIP was currently in development, and engagement had been ongoing with bus operators, representatives of passengers, businesses, and other stakeholders. Feedback was invited from Members, either at the meeting or afterward, which would then be used to guide the development of the BSIP. The BSIP would go to the Combined Authority for approval on 22 October, and the final version would also be circulated to Transport Committee Members in October.

Members welcomed the ambition to improve on the bus service rather than only to return to the pre-pandemic status quo. However, it was noted that less money was flowing through the system, with patronage still not exceeding two thirds of what it had been prior to the pandemic.

Planned 'turn up and go' services on major routes were discussed, along with the definition of a 'core' network, with Members highlighting that the region included many rural communities as well as those in more urban areas that were not well-served by buses, and there was a strong need to ensure they were not excluded from any development. These terms typically referred to services where buses would run every ten minutes or more frequently. Officers noted the need to balance the service available for well-used routes with those that were less-used but were still very important to their communities, and a challenge to be addressed by the BSIP would be determining how these more frequent services could be expanded to wider areas where possible while still fitting into the wider economy of the bus service.

Members raised the following other questions and concerns:

- It was noted that the Government had agreed that the bus service network should maintain connectivity to serve all communities, so no shrinking of the network should result from the BSIP.
- The need for a new model for rural and semi-rural areas was discussed, and the importance of connectivity for these communities – particularly the region's market towns - was highlighted. Demand Responsive Transport was noted as a promising way forward in this area, along with other methods to evolve and transform the network in an ambitious way that reflected the adaptability that had been shown over the pandemic.
- Working conditions for the staff of the bus service were discussed. Drivers held a vital role in the region's transport needs and were depended upon, and a shortage of drivers was already a problem

nationally. Ensuring that drivers worked in good conditions with flexible working practices, good rates of pay, and that were able to work in patterns that accommodated them would support the provision of a reliable and punctual bus service. Members noted it would be useful to see details from operators on the levels of driver shortages they were experiencing, to ensure it did not lead to routes being closed. This would be discussed later under the Transport Network Update item.

- The need for strong coordination and availability of information was noted, particularly in regards to real-time information displays at bus stops as well as information for operators regarding roadworks. Systems for these existed, but there were difficulties with ensuring that up-to-date data was regularly inputted, particularly because of the upheaval caused by the pandemic and the current period of driver shortages.
- Making the bus service simpler to use for non-habitual users was identified as an important point. Colour-coded routes had been implemented in Leeds to address this, and the intention was to expand this across the region.
- Timelines were requested by Members, to allow the rate of progress to be measured going forward. Officers advised that the final version of the BSIP would include timelines and KPIs.
- The need to provide new bus services where opportunities existed was discussed, with the lack of a direct service between Huddersfield bus station and Leeds in particular being raised. Members also discussed working with stadiums to coordinate regarding availability of public transportation to football games.
- The importance of communicating and celebrating successes was noted, and the under-19s fare scheme launched in July was highlighted as having led to a significant increase of bus patronage by young people.

The importance of bus priority schemes was discussed, and the congestion experienced by buses at Cooper Bridge in Kirklees was particularly noted. However, the implementation of bus priority lanes was limited by a lack of available space, particularly in areas of the region with more hilly terrain such as Calderdale.

Resolved: That the Transport Committee endorses the progress made to date in developing a Bus Service Improvement Plan and provides any comments on the content of the Plan as set out in the submitted report.

21. Transport Decarbonisation Activity

The Transport Committee received an update on transport decarbonisation activity. The Combined Authority had declared a climate emergency in June 2019, and at the same time committed to becoming carbon-free by 2038, with significant progress due to be made by 2030. The West Yorkshire Climate and Environment Plan was due to be considered at the October meeting of the Combined Authority, and if approved this would set out the Mayor and Combined Authority’s response to the climate emergency.

The report also updated Members on work done to develop the Zero Emission Bus Regional Area (ZEBRA) bid, which was due to be submitted to the Department for Transport by the end of January 2022. The Combined Authority's response to the Transport for the North (TfN) Decarbonisation Strategy consultation was also included.

Members welcomed the work being undertaken toward a more emission-free bus fleet for the region, but noted that some districts had not made as much progress in this area as others. Differences in terms of topographies and the length of typical journeys created difficulties for electric buses in some regions. An additional £2 million of funding over the original ZEBRA bid had been requested for Calderdale and Kirklees partly to mitigate this.

The relatively small proportion of buses in Kirklees and Calderdale meeting Euro VI emissions standards was discussed, particularly in comparison to Leeds, and it was questioned whether the additional funding mentioned above would be enough to address this disparity. However, it was noted that Leeds had benefitted in this area from a previous unsuccessful attempt to deliver a trolley bus scheme, as the money for this had been retained and this had allowed a partnership with First which had funded many of these buses – this was noted as being a one-off circumstance. Additionally, both Leeds and Bradford had been able to use ring-fenced funding to support their delivery of clean air zones. It was also noted that bus operators had a significant influence on fleet replacement, and after the economic effects of the pandemic many were prioritising more profitable routes and areas for investment.

ZEBRA was recognised as a positive step forward toward reducing emissions, but it was cautioned that the questions regarding its performance in hilly areas remained to be answered. It also only addressed 10% of the West Yorkshire bus fleet, and the need remained for further government funding to decarbonise the rest of the region's buses.

Members also noted that a wider discussion remained to be held regarding what power sources would be the best choice for further renovation of the bus fleet, whether it be electric, hydrogen, or something else. It would be important to take lessons from the work already done, including the recently-completed Stourton Park and Ride, which was noted as an example of the good progress being made in this area.

Members noted that the TfN Decarbonisation Strategy set strong targets for reduction of car, van and HGV use, and for the reduction of sales of SUVs and other large cars, but questioned how this could be delivered – the absence of specific actions was seen as something lacking in the report as a whole. Officers advised that these comments would be fed back to TfN.

The scale of the challenge going forward would be very significant, with further work to be done on freight. Members noted that although local councils and the Combined Authority had shown strong ambition in the targets set, it was important that delivery begin as soon as possible. Plans such as those to phase out petrol and diesel cars would require a great deal of work to implement the required infrastructure such as electrical charging points for both cars and electric bikes, and it would be important to use an integrated

approach that considered all these factors, as well as to critically examine any future schemes that may contribute to an increase in carbon emissions.

Securing devolution of further government funding and powers for the region's own decarbonisation agenda was suggested as the best way to meet this challenge. It was also noted that the Government allowing the Combined Authority to reallocate funding for road schemes to public services would also have a strong impact; many of these road schemes were no longer fit for purpose, and supporting a modal shift toward active travel would have an important benefit on air quality, which was particularly important as part of efforts to reduce levels of respiratory illnesses such as asthma.

Resolved: That the Transport Committee note the contents of the submitted report.

22. Rail Strategy

The Transport Committee received an update on the West Yorkshire Rail Strategy work programme. The Strategy would build on the Rail Vision, which was published for consultation earlier in the year as part of the Connectivity Infrastructure Plan and had been well-received by stakeholders and members of the public.

The report outlined publication dates for chapters of the Rail Strategy and requested that Transport Committee Members be involved in the production of the Strategy through a series of workshops and informal meetings to take place later in the year.

Resolved:

a) That Transport Committee note the update on development of the Rail Strategy.

b) That Transport Committee endorse the proposed involvement of members in finalisation of the West Yorkshire Rail Strategy.

23. Transport Network Update

The Transport Committee received an update on the current performance of the transport network in West Yorkshire.

It was noted there had been further recovery of bus passengers, with patronage levels at roughly 65% of the pre-pandemic average at this time of year. Commuters and young people travelling to school and college had seen stronger returns to bus usage. However, it was cautioned that a significant gap still existed between current and pre-pandemic patronage.

Members questioned whether, with working patterns having changed significantly since the period before the Covid-19 pandemic, it still served as a useful point of comparison. Significant differences had already been observed, with peaks spreading throughout the day and with some towns/cities, particularly those less dependent on office-based commutes, recovering better

than others. It was cautioned that many aspects of travel patterns were still in a state of flux, and it would be important to ensure that decisions were not made now under assumptions that there would be no further change.

The impact of workforce issues, particularly the availability of bus drivers, was discussed. Operators across West Yorkshire were currently facing a shortage of approximately 10%, or 250 drivers. Staff turnover was at 15-30%, which was double the pre-pandemic rate. A number of factors were raised as contributing to this:

- Working practices and conditions, as discussed above in relation to the BSIP.
- The on-going effects of the pandemic, such as illness and issues caused by isolation.
- Changes of circumstances and a move toward different career paths, triggered by the pandemic.
- Difficulties and delays with new drivers getting licenses – frequently by the time a license arrived, another job had been found. This would require engagement with both the Government and DVLA.

Members noted that a reduction of services was not acceptable, given that bus operators were being subsidised at higher levels than ever before. Officers advised that where services were being reduced, school journeys and communities with more infrequent service were being prioritised to avoid any reduction on these routes, and that measures such as signing-on bonuses were being implemented to increase numbers of drivers but a long-term investment into staffing would be vital going forward to guard against future issues of this kind.

The shortage of HGV drivers was also discussed, and Members suggested that better infrastructure – including places for drivers to make safe and comfortable overnight stops, venues to eat, etc – would help in addressing this.

Questions about demand management and the needs of future passengers were highlighted, particularly in regards to the connectivity strategy. Feedback had already been received that people throughout the region felt they needed better connections to anchor organisations such as hospitals and doctor's surgeries, and it would be critical to react quickly to this going forward.

Members also received an update on the East Leeds Flexibus scheme, and one of the new electric minibuses being used for this was available for viewing outside of the meeting. Officers would report back on the success of the project at a future meeting.

Resolved: That the Committee note the updates on the current performance of the public transport network provided in the submitted report.

24. LCR Transport Update

The Transport Committee received update on current issues not covered elsewhere on the agenda.

Members noted again the uncertainties raised earlier in the meeting regarding large-scale projects such as HS2, NPR, and also discussed the Integrated Rail Plan, which was hoped would be published before the end of October. The successful delivery of these projects would be a significant boon for the region and it would be important for Members to lobby to support their completion where they could, although further work remained to be done regarding the proposed East Coast Mainline changes to ensure that any timetable changes worked to the benefit of the region.

The Department for Transport had launched a consultation on proposals to give Metro Mayors and their Combined Authorities greater powers and accountability relating to Key Route Networks, which were strategic networks of the most important and most-used roads in the region. The Combined Authority had been working with district council highway teams to create a model to manage these networks, and the importance of an equal partnership in this work, and in the wider relationship between the district councils and the Combined Authority, was noted. The Combined Authority's proposed response to the consultation would be shared with Members in the following week.

Resolved: That the Committee notes the updates provided in the submitted report.

25. Summary of Transport Schemes

The Transport Committee considered a report informing them of transport-related project approvals from the previous two meetings of the Combined Authority.

A real-time information system had been approved which would link to many systems and projects across the region, and which was hoped would improve the reliability of service and allow data to be fed to other information providers, such as Google Maps. Members emphasised the previously-discussed importance of providing reliable up-to-date information to passengers, but noted that challenges existed where services changed frequently, and in the need to clearly communicate information to customers without leaving room for confusion.

Resolved: That the submitted report be noted.

26. Transport Committee Review

The Transport Committee received an update on the scope, process and timeframes for the Transport Committee Review.

The Transport Committee Review had been commissioned at the Combined Authority's Annual General Meeting in June, after arrangements for the other thematic committees of the Combined Authority had changed following the election of the Mayor. The review would be taken to the Combined Authority meeting in December and following an independent review of renumerations it was hoped that the proposed changes could take effect for the next municipal

year. Members were invited to provide feedback on the review, during the meeting or afterward, and several Members had already held discussions with the Chair.

Members highlighted that as well as looking at the resourcing and remit of the Committee itself, it was vital to ensure that the Combined Authority's teams were resourced sufficiently, and had the appropriate structures and teams in place to deliver the projects being discussed. It was also noted that the increase in Government funding being awarded on a competitive basis highlighted the importance of better resourcing of the development pipeline so that stronger bids for funding could be made.

Resolved:

a) That the update provided in the report is noted.

b) That members of the Committee use the opportunity to discuss the Review and note the deadline of 1 October 2021 to provide feedback as set out in the submitted report.

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West Yorkshire Combined Authority

NOTES OF THE INFORMAL MEETING OF THE JOINT DISTRICT CONSULTATION SUB COMMITTEES HELD REMOTELY ON THURSDAY, 26 AUGUST 2021

Present:

Councillor Susan Hinchcliffe (Chair)	Bradford Council
Councillor Kim Groves	Leeds City Council
Councillor Manisha Kaushik	Kirklees Council
Councillor Lou Cunningham	Leeds City Council
Councillor Allan Garbutt	Wakefield Council
Councillor Suhail Choudhry	Bradford Council
Councillor Helen Hayden	Leeds City Council
Councillor James Homewood	Kirklees Council
Councillor Rizwana Jamil	Bradford Council
Councillor Naveed Riaz	Bradford Council
Councillor Taj Salam	Bradford Council
Councillor Jane Scullion	Calderdale Council
Usman Ali (Public Representative)	Wakefield
John Birkby (Public Representative)	Leeds
Linda Bishop (Public Representative)	Leeds
James Craig (Public Representative)	Bradford
Howard Dews (Public Representative)	Leeds
Stephen Hetherington (Public Representative)	Bradford
Andrew Jewsbury (Public Representative)	Bradford
Shaun Jordan (Public Representative)	Kirklees
Catherine Keighley (Public Representative)	Leeds
Peter Ketley (Public Representative)	Bradford
Mark Parry (Public Representative)	Leeds
Graham Peacock (Public Representative)	Bradford
John Prestage (Public Representative)	Bradford
David Quarmby (Public Representative)	Kirklees
Keith Renshaw (Public Representative)	Bradford
Judith Rhodes (Public Representative)	Leeds
Barrie Rigg (Public Representative)	Bradford
John Sheppard (Public Representative)	Calderdale
Leslie Webb (Public Representative)	Leeds
Geoff Wood (Public Representative)	Calderdale
Clive Woods (Public Representative)	Leeds

In attendance:

Mark Fenwick	Arriva Yorkshire
Graham Meiklejohn	TransPennine Express
Paul Moses	First Group
Pete Myers	Northern Trains
Mohammed Raja	First Group
Dwayne Wells	Arriva Yorkshire
Andrew Bradley	West Yorkshire Combined Authority
Helen Ellerton	West Yorkshire Combined Authority
Thomas Lock	West Yorkshire Combined Authority
Dave Pearson	West Yorkshire Combined Authority
Dominic Martin	West Yorkshire Combined Authority

1. Introductions

The Chair welcomed members of the District Consultation Sub-Committees, and introduced herself, the lead Members of the Transport Committee, and the Chairs of each Sub-Committee.

2. The National Bus strategy and Bus Service Improvement Plan overview

Members received a presentation from the Director of Transport and Property Services on the Bus Service Improvement Plan. Some key themes were presented for discussion: 'Fares and ticketing', 'Bus network design', and 'Bus priority and supporting infrastructure'. Members were asked to feedback what they thought the most important things to consider in this plan would be. This was part of a wider engagement process, and it was hoped this would highlight the priorities from each district area.

The Government's National Bus Strategy had been published on 15 March 2021, setting out an important role for buses in the transport network and noting that a deregulated environment had not worked well for buses. As part of this, Local Transport Authorities (LTAs) had been given a deadline of 31 October 2021 to produce a Bus Service Improvement Plan (BSIP). This plan would set out the LTAs' intentions for the bus services in their region, and how they would deliver on the themes in the National Bus Strategy, which were that buses be:

- Faster and more reliable
- More frequent
- Better integrated with other modes of travel such as trains, walking and cycling
- Cheaper
- Easier to use and to understand
- More comprehensive.

The BSIP was also being designed to align with the Mayor's pledges for the bus service, including bringing the bus service back under public control and supporting more environmentally-friendly buses. It would also serve as a bidding document for the Government funding stream behind the National Bus

Strategy.

The Bus Services Act included methods through which LTAs can work with bus companies to strengthen the collective role of management of the bus service. In line with this, and recognising the importance of buses to the people of the region, the Combined Authority was proposing to establish a more formal enhanced partnership with bus operators, and also look to forward at potentially undertaking a franchising scheme, as had been approved at the June 2021 meeting of the Combined Authority. Final recommendations regarding whether franchising could deliver the aims of the plan more effectively were expected to be made to the Mayor and the Combined Authority in 2023.

Members raised the following questions and concerns:

- Should Northern Rail be included as a fourth partner, given the strong integration between bus and rail and the Combined Authority's existing close relationship with Northern Rail? These linkages would be kept – the Enhanced Partnership as prescribed by the Bus Services Act would be between the LTA, the Highway Authority and the bus companies, but rail and other forms of transport would still be important considerations.
- Faster services would require bus priorities on corridors to implement – existing bus priority lanes had already shown a strong impact.
- Including areas on the outskirts and housing estates would be vital, as well as places like employment zones, anchor organisations like hospitals, etc.
- To achieve the aims of the National Bus Strategy, particularly cheaper fares, buy-in from bus operators would be required.
- Would bus operators be bound by the BSIP? The aim of the BSIP was to develop a partnership with operators, and it was believed this would be beneficial for operators in terms of increasing numbers of passengers. If operators did not commit to this partnership, government funding could be affected, and the Combined Authority had the option of taking further franchising powers to direct bus operators.
- How would success be measured? Targets would be set for patronage, average journey time, reliability, customer satisfaction measures, etc. This would inform the recommendation made to the Mayor and Combined Authority about pursuing franchising. However, it was recognised this would be made more difficult by the effect of pandemic on patronage, which was still in the process of recovering.
- Integration between bus and other modes of transport, particularly cycle, were welcomed but would require proper infrastructure, such as secure structures/facilities for locking bikes. The difficulties of carrying heavier bikes in certain situations was also raised, as was the feasibility of bringing bikes onto buses.

Concerns were also raised that the strategy of a partnership had been attempted before with Local Transport Plans, and that bus services had been in decline for many years before the pandemic, with many cancellations and a loss of public trust in the service – what would make the BSIP succeed where previous attempts had not? Officers advised that this partnership was different

in that it involved a structural change; it would fundamentally incorporate the funding streams, and would push operators to move toward things they had historically been averse to, such as multi-operator ticketing. Additionally, the historical loss of bus patronage reflected the national situation rather than anything unique to West Yorkshire.

It was also noted that for the bus network to grow, a new, modern, integrated approach had to be taken. The overall improvement of the bus service would go beyond the BSIP and would include measures being implemented as part of the Leeds Public Transport Investment Programme and through the Transforming Cities Fund. It would be important to integrate these measures and to work with operators to offer different models, such as the Demand Responsive Transport (DRT) as currently being trialled in East Leeds.

3. Discussion 1: Fares and ticketing

Members were asked to consider several questions relating to fares and ticketing for the bus service.

- Is it right that the ticketing structure gives discounts to regular uses and charges walk-in users a higher rate? Does this encourage people to use the service? How will the long-term impact to working from home impact this?
- Are uniform flat fares desirable, or would graduated fares which were simpler than the current offer be preferable?
- Should fares be the same across all districts?
- Would a contactless capping system as used in London work well here?
- Should concessionary fare schemes (currently offered to under-19s and for the elderly and disabled people) be extended to any further customer groups?

It was noted that offering lower fares to new/walk-on customers could work well in encouraging people to try the bus service, as could promotions such as group ticketing.

Members also discussed the fares offered in other areas, such as Edinburgh and London. Edinburgh offered a capped fare on travel through the day, as well as a cap on individual journeys. London used flat fares with the Oyster card. These schemes were praised for being simple to use, particularly if prospective passengers were unfamiliar with the route or may make more spontaneous journeys. However, it was noted that West Yorkshire as a region had different needs and challenges than Edinburgh and London, and we were multi-centered, with a number of city and town centres that are major destination points, and our journeys may be more complicated than those of people in Edinburgh or London.

It was questioned whether the choice was between flat fares and capped fares, or whether both could be implemented together. Officers advised that a combination of both was possible with a flat fare for single journeys and a daily cap, and this would mean that passengers would not need to tap off the bus, which would be required if more complicated fares were used. The M-card day

ticket currently worked similarly to a cap system in the region, however, passengers unfamiliar with the bus service may not be aware of this. Passengers were often given a particular operator's own day ticket, which would not be accepted by other operators.

Members raised the following other questions and comments:

- If an Oyster-card style scheme were implemented, who would pay for the computer system? The Government had identified they would fund this, but there were questions as to how long this would take and what would be required to make existing systems compatible with this.
- Had research been done on what models best drove usage? Certain models, such as flat fares, may seem attractive but be less relevant at a time when only a small minority of users paid through cash. Officers advised that the data and needs relating to our region were being examined closely, rather than simply adopting what models had worked well elsewhere.
- The importance of marketing was highlighted, with buses being noted as appearing less effective at promotions compared to rail. It was anticipated that the loss of patronage caused by the pandemic would cause this to change, with new discount schemes potentially due to be announced soon.
- Flat fares could risk making short journeys more costly, when bus journeys were already viewed to be expensive. The potential of having multiple levels of flat fares was discussed, to better differentiate between long distances and short city journeys.
- The need to consider people who use cash was raised, to ensure that they weren't left behind in regard to these improvements.
- It was noted that in some areas around the world, LTAs were implementing bus services which were free at the point of use and were funded by taxpayers.

4. Discussion 2: Bus network design

Members were advised of plans to categorise bus services into different tiers, with different kinds of journeys having different requirements.

- A core network of 'turn up and go' services, running every 15 minutes or so on major routes, where the priority would be to extend and enhance these routes. These services would be expected to be commercially viable.
- A secondary network which would run less frequently and may need to be partially subsidised. The priority for these journeys would be improved consistency, with new connections.
- A network for tendered services and community connectivity needs, dealing with socially necessary and contracted journeys. These would also need to be made more consistent, with the possibility of replacing some of these services with DRT where appropriate.

This would be part of a 5-year plan to evolve the bus service, without losing the existing capabilities and important role it already played.

Members were asked to consider several questions relating to bus network

design:

- Is the above-mentioned evolutionary approach the right one for the region, or would a revolutionary approach (redrawing and starting the network from scratch) be better?
- What are the priority areas and locations for new bus links and connections?
- Would replacing certain services with DRT be welcomed?
- Which customer groups should be considered as a priority to target with better bus network connectivity?

It was noted that the funding available as part of the National Bus Strategy was a one-off payment, and therefore it was important to consider future maintenance. The Combined Authority's intention was to use the available funding to create a sustainable atmosphere, where the bus service could continue without significant further public funding.

Members questioned whether the strategic development plans, employment plans, etc, of district councils had been considered. Attracting developments that would reduce car usage from the outset would need these facilities built into the network in advance, and currently many housing developments of recent years were poorly served by public transport services, with Hade Edge in Kirklees being highlighted, although it was noted that First Group were currently in talks with local groups on how this area could be better served.

Officers advised that a long-term plan for the bus network was developed in 2018/2019 taking into account what was currently known about future plans, although the pandemic had since impacted on these plans. Mechanisms also existed to acquire initial funding for services in these situations, such as Section 106 agreements or developer contributions, and DRT could also be of use in this scenario.

Members raised the following other questions and comments:

- DRT was highlighted as playing an important role going forward, particularly as transport patterns had changed and were continuing to do so, but the new needs had not yet been modelled. DRT could fill these needs while also gathering data for where future services would best be developed. However, it was warned that DRT would never be commercially viable, as due to the relatively smaller number of passengers per driver they were more expensive to run.
- The potential use of shuttle bus/access bus services, taking people who lived away from main roads to other local destinations such as schools and doctor's surgeries, was discussed.
- The difficulty in tailoring the plan to better connect deprived communities with areas of employment, education, etc, while still ensuring areas with high car-ownership are well-served by buses in order to lower car use and meet carbon targets was discussed. A dichotomy existed between the desire to simplify fares and the bus service in general while meeting the different needs of some of these groups.
- The 'hub and spoke' model was discussed. It was noted that this model required frequent and regular services. A trade-off also inevitably

existed between having less frequent direct services, and more frequent services that required bus changes.

5. Discussion 3: Bus priority and supporting infrastructure

It was highlighted that reliability and punctuality were frequently cited as the most important issues to bus passengers, and the lack of these (along with long journey times) were also attributed by those who did not use the bus as the key reasons behind this. In order to improve these measures, it was necessary to consider how bus services could be prioritised over other road users.

A number of potential areas were highlighted, including bus lanes, bus gates, traffic signal priority, and increased kerb space for buses, as well as the enforcement of existing measures such as bus lanes and car parking charges.

Members were asked to consider several questions relating to bus priority and supporting infrastructure:

- What are the factors that cause delay for buses?
- Where should efforts be focused to improve bus infrastructure?
- Should general traffic be slowed down to speed up buses?

It was noted that as part of the Combined Authority's longer-term carbon targets, an overall reduction in car users on the road was required, which may involve a reduction in road space for cars. However, the focus for the BSIP was the best return on investment toward supporting the bus service, with carbon reduction being a longer-term priority.

Members raised the following other questions and comments:

- Members discussed the need for buses to have priority at traffic lights in bus lanes, and the SCOOT system. This had been implemented in some parts of the region, but not all.
- The increase in journey times pre-Covid was raised. Extra time being put into the system could cause unnecessary delays on days with less congestion, as buses would be waiting at the bus stop in order to stay on this slower schedule. However, it was noted this was done to increase reliability.
- The importance of bus priority was highlighted; if buses were to become faster and more reliable, more people would likely leave their cars to use the bus service, resulting in less congestion, making this a virtuous circle, and one that ultimately would likely speed up the remaining general traffic rather than slowing it down.
- Members noted the need to focus on areas outside of city and town centres, with Harrogate Road leading out of Leeds being highlighted.
- It was noted that many car users were people such as care workers who visited patients in their homes, and others who required a car in the course of their work, and it was important not to treat these people punitively.
- The need to consider active travel methods in terms of infrastructure was also raised.
- An interactive map had been used in previous consultations, and DCSC

members noted that this may be a useful tool to highlight where bus infrastructure efforts should be focused.

- How would any road schemes factor into our environmental assessments and targets? Would slowing down general traffic mean creating more standing traffic or congestion, which could negatively impact air quality? Would new buses be needed as part of this plan? It was noted that new buses would be required as part of the plan to decarbonise the bus network. All new buses from now were required to be zero-carbon, though this would require significant investment and questions remained to be answered.

6. Discussion 4: Other key themes

Officers advised DCSC members of other work that had been undertaken or was planned with bus operators to support the BSIP, including on customer service, shared metro branding and joint comms, multimodal integration, and ensuring that how the bus service could support equality, diversity and inclusion – and how it could help more people to be included in wider society – was considered throughout the work.

Members were asked to consider several questions:

- How could the customer experience for bus passengers be improved?
- What role should the bus service play in decarbonisation?
- Had anything been missed?

Members raised the following questions and comments:

- Better coordination of timetabling between different operators would be useful, although the difficulties were recognised, particularly in light of driver shortages. More integration was planned by operators in the near future.
- Members questioned why toilets at bus stations were not free, compared to those at rail stations.
- The importance of bus shelters having accessible, accurate, and up-to-date information was highlighted, as well as the need for protection from the rain. Many bus stop timetables had been removed; this had been done over the course of the pandemic due to the rapid change of services, and timetables were removed rather than remaining with incorrect information. These were in the process of being reintroduced, and it was noted that up-to-date ‘next bus’ information for particular stops could be accessed through mobile phones, using the QR code at each stop. However, paper timetables were important for those without internet-capable mobile phones.
- It was questioned why digital screens couldn’t be installed at every bus stop. The aim was to have these screens at all busier stops throughout the region, but with 14,000 stops, not enough screens were available to install them everywhere.
- Members questioned whether BSIP funding was capital or revenue – there would be elements of both, but only a single payment would be given, so the need existed to make best use of this money over a long period, and to find any needed money for maintenance.
- Express/limited stop buses could be useful, although it was noted that

converting existing routes to these could be unpopular.

- It was noted that roadworks were a large contributor to congestion issues.
- Could bus stops be given clearer names to encourage people to have a better understanding of the network, particularly in terms of modal shift? This would be looked at for certain key destinations, where a more descriptive name could potentially be chosen than intersecting road names. Additionally, audio-visual announcements were being implemented on buses nationally.
- The audio announcements at bus stops were noted as sometimes being very difficult to hear due to road noise. This was currently being worked on.
- Members noted a number of bus stops which appeared to no longer be in use, and asked whether they could be removed.

7. Next steps

The BSIP would be considered at the Transport Committee meeting on 17 September 2021. There would then be a sign-off process through the Bus Alliance executive board, and then the BSIP would be brought to the Combined Authority on 22 October 2021 for final sign-off before submission to the Department for Transport.

Members were invited to send any further comments or feedback via email, and it was noted that there was an intention to have a further, larger bus conversation next year to gather views on the Enhanced Partnership, with a particular aim to hear from those who were not normally reached by such consultations.

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West Yorkshire Combined Authority

Report to:	Transport Committee
Date:	5 November 2021
Subject:	**Transport Network Update**
Director:	Dave Pearson, Director Transport & Property Services
Author:	Richard Crabtree, Rail Development Manager

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

1. Purpose of this report

1.1 To provide an update on the current performance of the transport network in West Yorkshire, including an overview of the Combined Authority's activity and responses.

2 Information

Summary picture

2.1 The recovery of travel demand is stronger in weekend and leisure travel together with journeys to education. Many organisations are continuing to support working from home, and this is reducing peak demand especially on public transport.

2.2 Shortages of bus, taxis and HGV drivers is having an effect both on public transport reliance and supply chains nationally and locally. On 12 October, the Mayor held a roundtable with representatives of the haulage and bus industries to identify both short term actions to address the immediate consequences of the problem and longer term options to help build resilience

into the system and in particular where the Combined Authority can support actions to develop skills and training in both industries.

Use of the network

Overview

2.3 The general picture on bus and rail services remains one of a steady recovery as commuter demand slowly build, with the return to work following the summer break seeing increases. In general, recovery of the bus network continues more strongly than rail, although locally both modes are now at their busiest since before the pandemic. Usage remains higher at weekends, particularly for rail, indicating a stronger return of leisure trips and this is reflected in town / city centre footfall.

2.4 Road traffic levels remain stable, having returned to near-normal levels some months ago. Ensuring these travel behaviours do not become embedded is a priority. Encouragingly, active travel levels remain higher than before the pandemic, suggesting evidence of positive long-term change.

2.5 The latest available proxy data for transport network use is included at **Appendix 1**. We continue to work with rail industry colleges to secure reliable data for locations other than Leeds for future reports. However, no other locations in West Yorkshire are equipped with the same passenger counting equipment that provides such consistent and accurate evidence.

Bus network

2.6 At the time of writing, bus use was at 70-75% of that which could be expected in October, rising to over 80% at weekends. Service levels were restored to 100% of pre pandemic rates in April. Service reliability is impacted by the reduced availability of bus drivers and engineers. There are national issues regarding high driver turnover and delays in PSV licences which have impacted on service delivery locally.

2.7 Bus operators advise that they have around 10% vacancies for drivers at present – twice what they would normally have. Recruiting new drivers is challenging and delays in licencing and testing are adding to the problem. This is giving rise to operators reducing output to maintain a resilient service. This largely involves reducing higher frequent services from 5 or 6 buses an hour to 4. However, some more structural changes have been made which are detailed in the next section of this report.

2.8 The Department for Transport introduced a new Bus Recovery Grant scheme from September until March which, along with LTAs continuing to pay concessionary fare reimbursements at pre pandemic rates, is aimed at funding the loss of fares revenue following the pandemic. Payments will be adjusted to reflect the reduced service levels in response to driver shortages.

2.9 Home to school transport is back to pre-pandemic service levels although this sector is also facing challenges due to shortages of bus and taxi drivers. Some action has been necessary to revise routes to ensure resilience

Rail network

2.10 In line with this guidance from Government and listening to concerns about customers not wearing face coverings, Northern and TransPennine Express (TPE) continue to advise customers to wear a face covering when they travel. Nonetheless, it has been reported that the numbers of passengers wearing facemasks has continued to fall.

2.11 Passenger numbers on trains continue to gradually rise with Northern reporting levels at 75% compared to pre-COVID levels. Commuter levels are being monitored and are at approximately 38% for Northern. TransPennine Express (TPE) demand is approximately 64% of pre COVID levels with a good number of forward bookings. The number of occasions where social distancing at 1 metre plus will not be possible is also increasing particularly on busy weekend services. Longer distance operators are faring better; LNER reports the leisure market has virtually recovered to pre-pandemic levels (around 95%). Business travel has been slower to recover, but significant growth has been experienced since summer, with levels now around 40% of pre-pandemic levels.

2.12 Passenger footfall is monitored at Leeds station. During September average daily footfall was 1/3 down on the pre-pandemic levels (over 60,000 per day, compared to around 90,000 per day pre-pandemic), but driven by Fridays and especially Saturdays with footfall much closer to and even exceeding pre-pandemic levels, offset by quieter days earlier in the week (more typically 50,000 to 60,000 per day), which is a pattern that has continued into October. Overall, weekend passenger footfall has recovered much faster than weekday footfall. The latest figures are available via the COVID-19 economic-transport dashboard.

2.13 Weekends during September continued to be busy for both operators with levels on leisure routes above pre covid levels in many cases. TPE reported a slight decline in walk up passengers during recent weeks on weekday services. Continuation of working from home and use of video technology is having an impact on both the commuter and business markets. Northern are monitoring commuter levels on a weekly basis and they have shown a small increase. Nationally, there was a slight decline in rail use in September (after the summer holidays), which has not been replicated in West Yorkshire, indicating a more robust commuter market locally.

Summary of network changes

Bus network

2.14 From 25 October, Arriva Yorkshire registered service changes to reduce output. These include operation of service 110 from Wakefield to Leeds with a connecting service between Kettlethorpe/ Hall Green to Wakefield Bus Station together with some changes to frequencies. Discussions have been held with Arriva to seek assurances that service levels will be reinstated when the driver shortage issue eases.

2.15 The company has also withdrawn service 205 which operates between Dewsbury and Pudsey via Morley. This service provides some links which cannot be made by other bus services and is the only bus service for some communities in south Pudsey and Crackenedge, Dewsbury. The current use of the service together with pre pandemic use was assessed and financial support for 205 would fall within the guidelines for socially necessary bus services adopted by the Transport Committee. Arrangements have therefore been made to secure the continuation of service 205 from Monday 25 October. Following an open procurement process, TLC Travel Ltd has been awarded a contract to operate service 205 from 25 October. The company will need to recruit additional staff for this contract within the prevailing difficulties with the availability of bus drivers affecting the country at present. TLC Travel will operate a reduced timetable using existing staff and buses until such time as the company has the resources to resume the full service.

Rail network – December 2021 timetable changes

2.16 As is normal on the railway, new timetables will be introduced on Sunday, 21 December 2021. At the time of writing full details are not available, and the following represents our best understanding of the position based on available information.

2.17 On **Northern Trains**, the main changes of which we are aware are as follows:

- Additional trains on the Leeds – Skipton – Lancaster – Morecambe line.
- Second hourly train introduced on the York – Knaresborough section of the York – Harrogate – Leeds line (i.e. 2tph throughout, currently 1tph)
- Resumption of hourly trains on the Halifax – Bradford – Leeds – Hull route (currently only every two hours)
- Semi-fast trains Leeds – Wakefield Kirkgate – Barnsley – Sheffield increased back to twice hourly from hourly, with additional train running through after Sheffield to Lincoln (alongside existing Nottingham train)
- Service gap in the morning around Wakefield / Pontefract resolved

Note that these changes apply to weekday (Monday to Saturday) services – details of Sundays have not been received. Notably, the Huddersfield – Wakefield – Castleford service remains withdrawn save for three daily trains each way, apparently reflecting ongoing staffing issues. Combined Authority officers have expressed concern and are seeking early confirmation from

Northern that the service will be fully reinstated by, at the latest, the May 2022 timetable change.

2.18 On **Trans-Pennine Express**, the main change affecting our region is that the Scarborough – York service (currently a shuttle) will be extended back through Leeds to Manchester (some to Liverpool), meaning more trains on the core York – Leeds – Huddersfield - Manchester section (though on Sundays this improvement will only happen from February 2022). Other services passing through West Yorkshire will be largely unchanged. This will provide welcome additional capacity for TPE services, particularly on Saturdays.

2.19 **LNER**'s London King's Cross services from Leeds are expected to return fully to pre-Covid levels (i.e. generally twice per hour) in December. No changes are planned at this stage to the twice-daily Bradford Forster Square / Shipley – London service. The new once-daily Huddersfield / Dewsbury – London train is expected not to start until May 2022. We understand that **Cross-Country** and **Grand Central** will be broadly continuing with the current timetables (Grand Central having recently reinstated its fourth daily Bradford / Halifax – King's Cross and return trains).

Passenger network performance

Bus network

2.20 At the time of writing the latest performance data from 1 July 2021 to 30 September 2021 is being collated and will provided in the January Transport Committee report.

Rail network

2.21 The performance reports for TPE, Northern and LNER are included in **Appendix 2**.

2.22 Since the last period performance was reported to the Transport Committee punctuality has declined for Northern but cancellations have improved. TPEs performance has remained reasonably static. Time To 3 (Percentage of recorded station stops called at within 3 minutes of the planned time) for Northern and TPE has remained below 90% and for the most recent period sits at 84.3% and 88.0% respectively. Cancellations for Northern have decreased to 2.26% and TPE have increased slightly to 2.3%.

2.23 As detailed in the previous report to Transport Committee, Test and Trace and increased COVID-19 levels impacted significantly on both operators' performance in early summer. In line with changes to the Test and Trace system on the 16 August the number of isolations reduced, improving industry's resource position. Cancellations are still occurring due to staff availability / Covid but at a significantly reduced level. Punctuality figures are seeing a gradual decline as patronage increases and dwell times increase at stations.

2.24 There have been a small number of cable theft incidents which have impacted on performance. Network Rail has investigated these and where necessary installed covert cameras near access points at the location to help identify and convict suspects should a repeat event occur. It has also increased mobile operations manager patrols so they are of a higher frequency to act as a deterrent to offenders in former hot spot locations. Network Rail is also working closely with the British Transport Police to identify repeat sites/repeat offenders using their scenes of crime intelligence.

2.25 Driver training for Northern is now accelerating because of the easing of COVID-19 restrictions and enhanced risk assessment, facilitating improved training efficiency. There is still a significant backlog but Northern anticipate that both the improved training position and being able to programme more training in as they move out of a holiday period will help considerably.

Passenger satisfaction and attitudes

West Yorkshire Transport Recovery Survey

2.26 Fieldwork for the 6th wave of the Combined Authority's COVID-19 Transport Recovery Survey series was completed on 13th October, and analysis of the results is currently underway. The results will be published with communications support (press release and social media) in early November, and a summary reported to the next Transport Committee meeting.

2.27 The questionnaire was unchanged since the last wave and is designed to provide insight into the attitudes and impacts of COVID-19 on transport by surveying a statistically representative sample of the West Yorkshire population (accounting for age, gender, ethnicity and district). Questions cover mode share by purpose in the short-term vs pre-COVID-19, satisfaction with the public transport network, walking & cycling, home working as well as asking respondents to quantify expected future travel demand.

2.28 Results of wave 6 of the survey series (the first since all restrictions eased) will capture the impact on travel behaviours following the start of the academic year as well as changes associated with revised commuting routines as people return to the workplace. A further wave is planned for early 2022.

Transport Focus Surveys

2.29 Transport Focus continue to conduct nationally representative research around travel use, with circa 2000 members of the public (not all of which are passengers on public transport).

2.30 Noting that this has a relatively small sample size, key findings from the latest Travel during Covid-19 survey (link provided in Background Documents) conducted between 8 – 10 October are:

- 86% of bus passengers felt safe in relation to COVID-19
- 58% of non-users would feel safe if they had to make a bus journey
- 88% of rail passengers felt safe in relation to COVID-19

- 64% of non-users would feel safe if they had to make a rail journey

2.31 In comparison to the previous report from August, passenger perception of safety has marginally improved for regular users of both bus and rail, and continues to steadily improve for non-users.

2.32 A new national weekly survey has also recently been conducted around passenger experience and satisfaction. Again noting the small sample size of 500 passengers (outside of London), the following key findings were:

- 88% of bus passengers were satisfied with their journey overall
- 89% of rail passengers were satisfied with their journey overall

Update on Combined Authority activity

Current Usage Indicators

2.33 **Appendix 3** includes a summary of a number of usage indicators of Combined Authority "Metro" branded activity which give a comparison between current levels of demand and that experienced pre pandemic, where available.

2.34 Development work on these indicators continues, and for this meeting most of the data is now presented in charts so that trends are easier to see. Work will continue to establish a 'dashboard' approach to reporting of these indicators.

2.35 Usage of all services was impacted by the reduction in travel arising from the pandemic. Customer volumes at bus station travel centres remain low whereas demand for travel information services is in line with public transport use. Some measures (e.g. use of the Metro website, park and ride use) have slightly dipped in summer, which may be related to the summer holidays. Calls to MetroLine continue to recover and are now approaching pre-pandemic levels.

Fares and Ticketing

2.36 The new MCard Mobile App was responsible for 60% of total MCard sales in August. Data is not currently available for September, but it is anticipated that this figure will rise following the return to school. The MCard App is proving popular with the Under 19 market.

2.37 The ability to "gift" tickets has been developed in the app, which allows third party organisations to gift tickets to people via their smartphones instantly. Several educational establishments are using this function to gift tickets to pupils who qualify for bursary funding. Refugee Action has been involved in testing and are gifting tickets to asylum seekers who are new to the area.

2.38 The West Yorkshire Ticketing Company Ltd, who own MCard, has agreed to extend the Rail to Refuge scheme to bus and rail in West Yorkshire. Rail to Refuge is a joint initiative between rail companies and Women's Aid in which

train operators cover the cost of train tickets for women, men and children escaping domestic abuse travelling to refuge accommodation. The gifting function in the MCard Mobile App will be used to send MCard bus and rail tickets to those escaping domestic violence.

Bus Alliance Update

2.39 A new governance structure for the Bus Alliance was introduced in April. The current focus of the Alliance is to collaborate on developing a Bus Service Improvement Plan as set out elsewhere on this agenda.

2.40 Since the last meeting the MCard Mobile Fare Deal for under 19s, and the Leeds element of the Core Bus Network programme (visually signposting passengers to the high frequency network as set out in the accompanying report) have been launched.

3. Tackling the Climate Emergency Implications

3.1 Air quality improved during the periods of lower traffic levels earlier in the pandemic with local real-time road-side monitoring showed harmful NO2 emissions on a downward trajectory and it can be inferred from this that CO2 emissions were similarly reduced. It is important that the recovered transport network delivers a more favourable situation for air quality and carbon generation than existed prior to the pandemic.

4. Inclusive Growth Implications

4.1 Maintaining public transport for critical workers is key to ensuring continued public services during the lockdown restriction. The restoration of an effective, stable and affordable public transport network will be key in ensuring the post pandemic economic recovery is inclusive particularly to communities with limited access to private transport.

4.2 The increase in flexible ticketing options and further development of the MCard product range are specifically intended to increase affordable options for accessing employment and services, to contribute to the Authority's inclusive growth objectives.

5. Equality and Diversity Implications

5.1 Ensuring an effective, stable and affordable public transport network is key for equality and diversity. The interventions highlighted on MCard to aid refugees, and to those seeking to escape from domestic violence demonstrate the ways in which our activity can actively contribute to ensuring equality.

5.2 The Fare Deal for under 19s set out in this report is a specific initiative to increase affordable mobility options for young people. This increases life chances in respect of education, training, employment, and social opportunities at a crucial life stage, which can help to overcome equality barriers.

6. Financial Implications

6.1 COVID-19 has had a significant impact on the Combined Authority's revenue budget. This is manifested in reduced commercial income, increased bus station costs, lost commission from MCard sales and increased costs of bus service contracts where fares revenue is used to offset costs. It is therefore key to the Combined Authority finances that the actions described in this report restore patronage and revenue.

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 note the updates on the current performance of the public transport network provided in this report.

11. Background Documents

Transport Recovery Plan, Item 6, Appendix 2, West Yorkshire Combined Authority, 27 July 2020, available via this link: https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=133&MId=963&Ver=4

During the Coronavirus outbreak, we are publishing a fortnightly economic monitor and a weekly dashboard to help better understand the changing situation. This includes information on public transport patronage. They are available via this link: https://www.westyorks-ca.gov.uk/documents/economic-monitor/. This now include a transport-economic recovery dashboard via this link https://app.powerbi.com/view?r=eyJrIjoiZDdjMjNlNGEtNTY1Yi00YTgyLThmZGItMWI1NzQxNzExM2ExIiwidCI6IjM0ZTkzYmZjLWVlNjYtNDM0NS1hNGZlLTgwNWI2N2U0ODBjMCIsImMiOjh9

Transport Focus is publishing regular 'Travel During COVID-19' attitudinal and satisfaction surveys of potential and actual public transport users. These can be accessed via this link: https://www.transportfocus.org.uk/home/coronavirus-latest/coronavirus-insight/

The Combined Authority's COVID-19 transport survey results are reported on the website here: https://www.westyorks-ca.gov.uk/documents/covid-19-transport-survey/ This includes the latest Wave 5 data. Wave 6 will be available here in early November.

12. Appendices

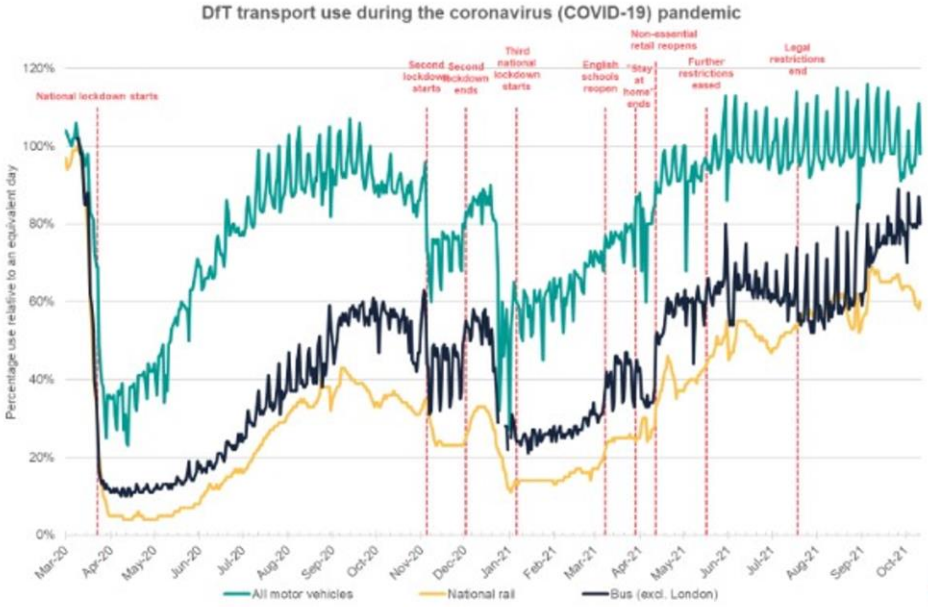
Appendix 1 – Insights on transport network use

Appendix 2 – Rail network performance data

Appendix 3 – Metro branded activity measures

Nationally, bus use maintains its peak while rail declines

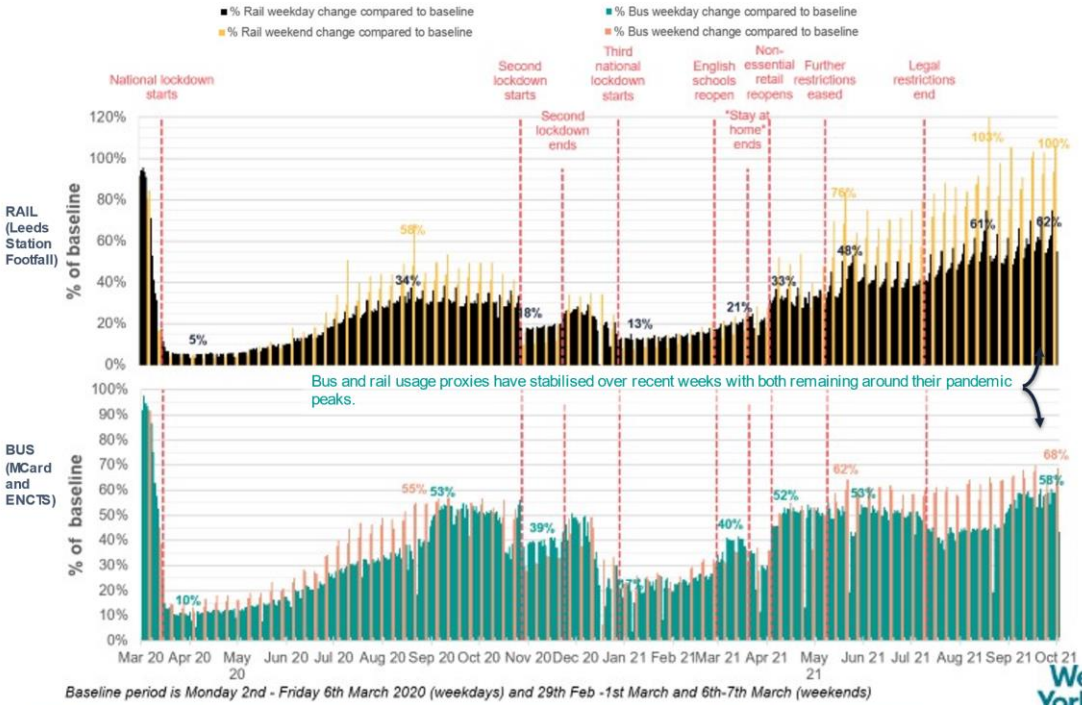
Motor vehicle use appears to be stabilising following a dip in the past two weeks. Bus usage has maintained its post-summer increase. Rail usage has continued a downward trend since September.



Source: https://www.gov.uk/government/statistics/transport -use-during-the-coronavirus -covid-19-pandemic

West Yorkshire Combined Authority

Local bus and rail usage proxies remain stable



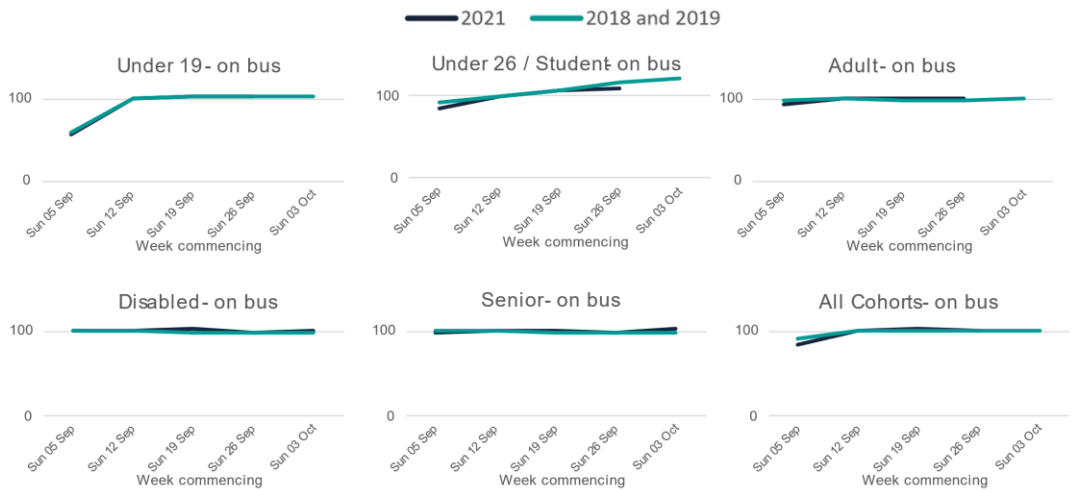
Baseline period is Monday 2nd - Friday 6th March 2020 (weekdays) and 29th Feb -1st March and 6th-7th March (weekends)

Source: Leeds Rail Station Footfall - Network Rail (top) and MCard and English National Concessionary Travel Scheme (ENCTS). Note MCard time-series does not include the new MCard data.

West Yorkshire Combined Authority

Changes in smartcard and smartphone use on bus continue to mirror pre-COVID years

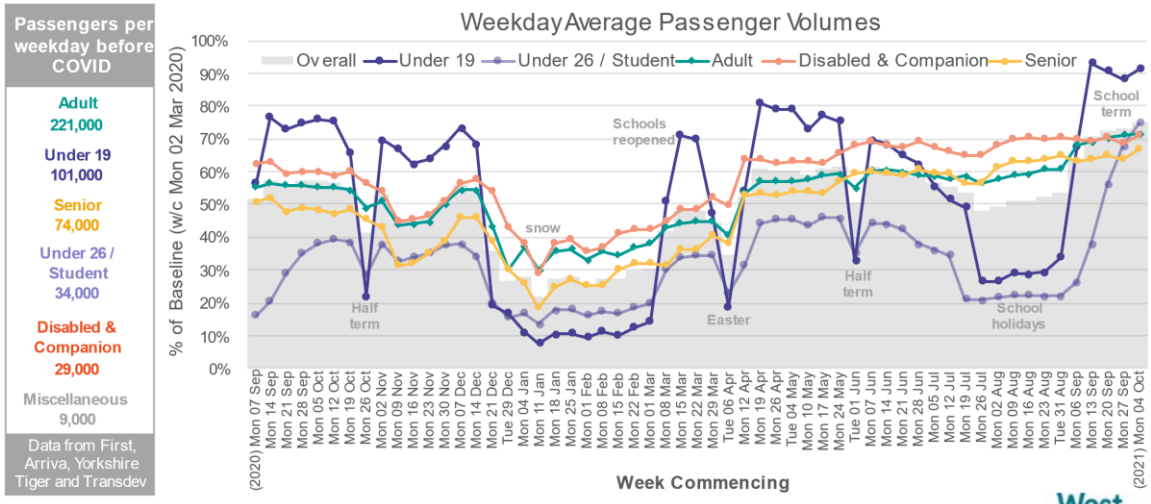
Comparing recent bus ticket machine data with patterns in previous years (before the pandemic), indicates that the recent changes in patronage levels can be attributed to seasonal trends rather than COVID recovery. Smartphone MCard data has been included because transfer from smartcard to smartphone MCard is impacting the smartcard trends.



Source: Nero records of smart card ticket use on buses, plus ticket machine records of smart phone MCards on most buses. Aligned on start of school term holidays. Indexed on week commencing 12 September.

Bus use continues to recover against the March 2020 baseline, in contrast to Sept 2020

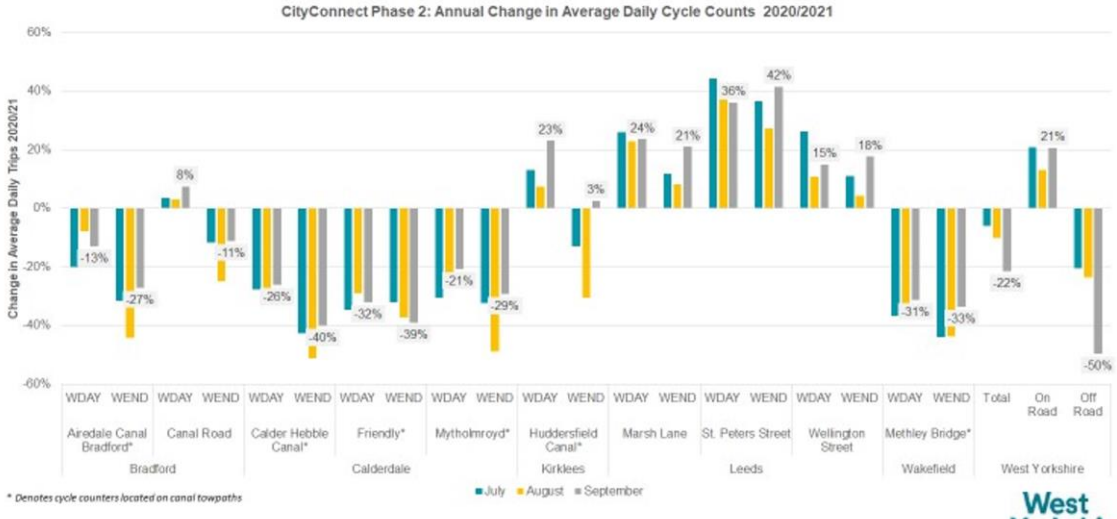
Ticket machine data shows weekday bus use reached 75% of baseline (March 2020) in the latest week. Since late August use by adults (the largest cohort) has continued to recover steadily, use by the under 26 / student cohort has shown substantial recovery, having previously remained relatively low during term time. Use by seniors has continued a slight recovery, which contrasts with a slight decrease in the similar period of 2020.



Baseline period is w/c Mon 02 Mar. Source: Bus operators electronic ticket machine data, passenger boarding locations in West Yorkshire. First, Arriva, Yorkshire Tiger and Transdev account for over 90% of bus services in West Yorkshire. Graph shows First, Transdev and Yorkshire Tiger data. Data is for weekdays excluding bank holidays, with ticket types assigned to broad cohorts.

Off road cycle counts fall while commuting trips increase

Off road cycle counts, often attributed to leisure trips, have been lower this summer than in 2020 (when government restrictions were still in place). Conversely commuting trips have increased this year as people return to workplaces. This can be seen at sites approaching Leeds City Centre and on weekdays at Canal Road, Bradford and Huddersfield Canal, Kirklees, which are both on the approach to urban centres. Overall, cycle counters in Leeds district have recorded relatively more use (compared to the same months in 2020) than other West Yorkshire districts.



Source: Leeds City Council

The content in this Appendix is extracted from the Monitor of 19 October 2021 produced by the Combined Authority Research and Intelligence team. The full report is available here: https://www.westyorks-ca.gov.uk/documents/economic-monitor/, together with a link to a regularly updated dashboard with the latest available data.

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Item 6 – Appendix 2

Rail network performance data

Main operators' performance data is summarised here.

Performance data is now reported to new 'to time' measures, more information about this is available here: https://www.raildeliverygroup.com/punctuality.html .

Key indicators used below are as follows:

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

Period 6 (P6) covers the four-weeks from 22 August 2021 to 18 September 2021.

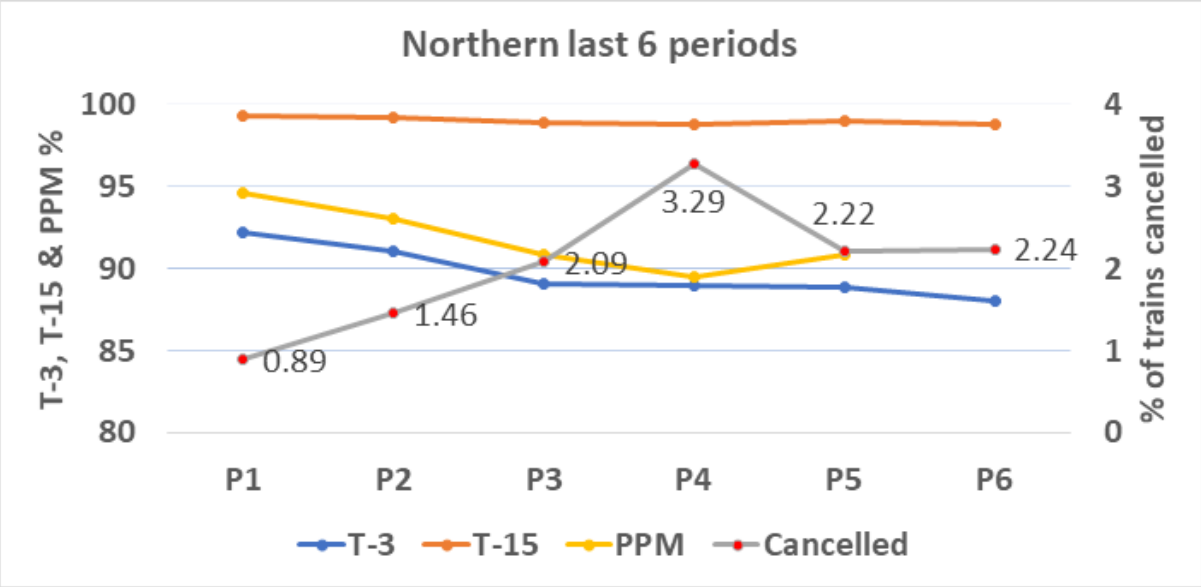
Northern

Northern operates most of the rail services in West Yorkshire. Headline performance is summarised below.

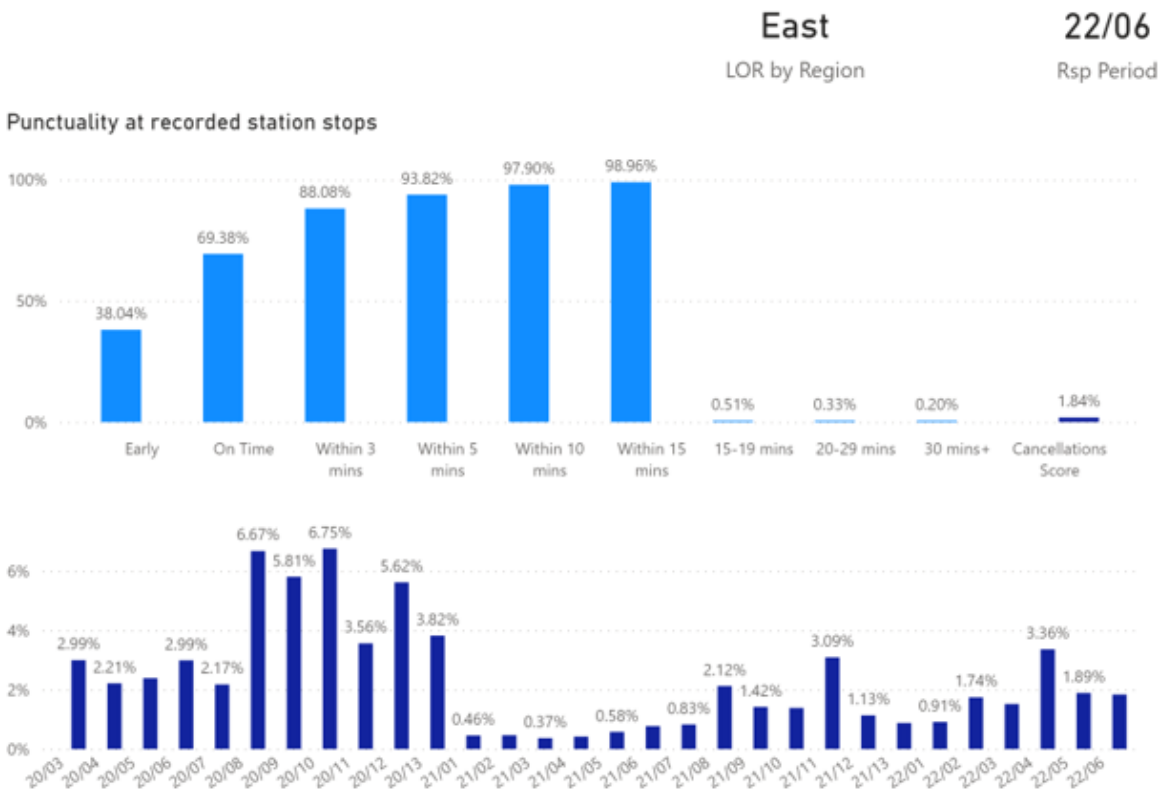
Time to 3 measure	27 Jun 2021 to 24 Jul 2021	25 Jul 2021 to 21 Aug 2021	22 Aug 2021 to 18 Sep 2021
Northern overall	89.0%	88.9%	88.0%
East Region	88.1%	88.6%	88.0%

Cancelled	27 Jun 2021 to 24 Jul 2021	25 Jul 2021 to 21 Aug 2021	22 Aug 2021 to 18 Sep 2021
Northern overall	3.3%	2.2%	2.23%
East Region	3.4%	1.9%	1.8%

Summary of Northern performance of last six 4-week reporting periods:



Northern punctuality at recorded station stops for period 6, and long-run cancellations trend – East Region:



More detailed information on Northern's performance is available here:
https://www.northernrailway.co.uk/corporate/performance

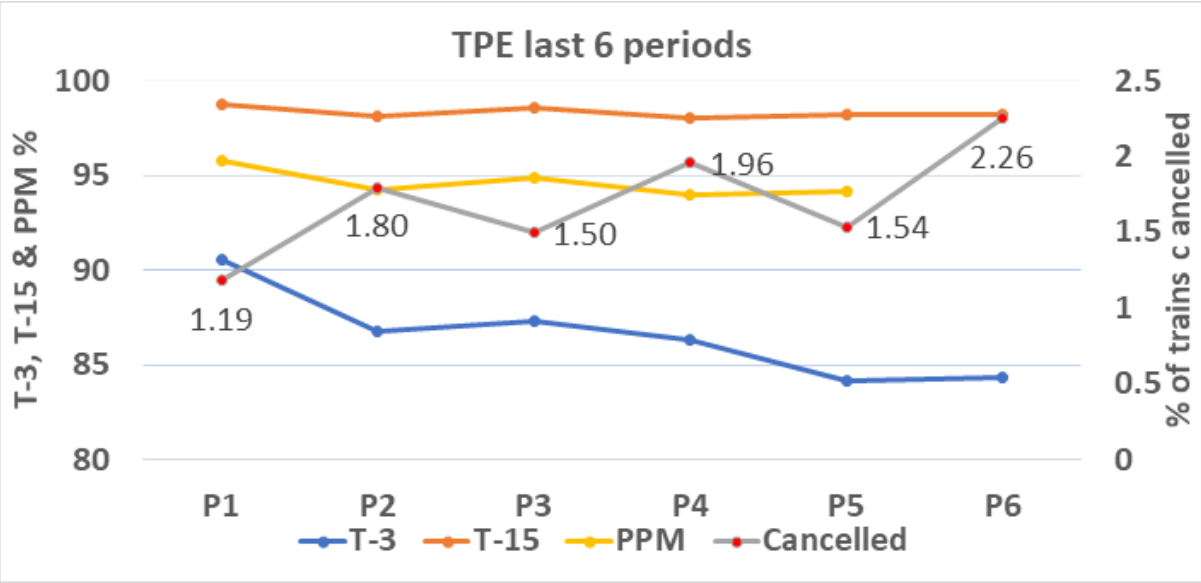
TransPennine Express

TransPennine Express operates regular services between Liverpool, Manchester, West Yorkshire, North Yorkshire and the North East via Leeds and Huddersfield. Headline performance is summarised below.

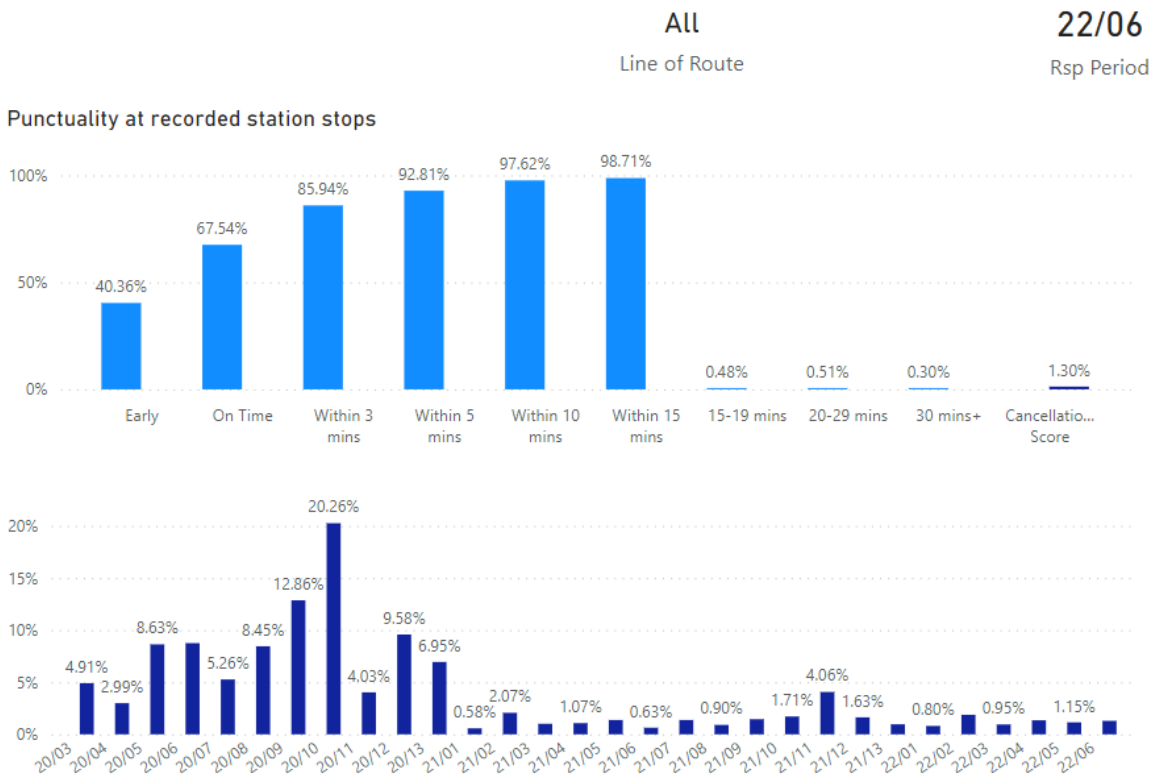
Time to 3 measures	**27 Jun 2021 to 24 Jul 2021**	**25 Jul 2021 to 21 Aug 2021**	**22 Aug 2021 to 18 Sep 2021**
Overall	86.3%	84.17%	84.31%

Cancelled	**27 Jun 2021 to 24 Jul 2021**	**25 Jul 2021 to 21 Aug 2021**	**22 Aug 2021 to 18 Sep 2021**
Overall	2.0%	1.54%	2.26%

TPE punctuality at recorded station stops and cancellations:



TPE punctuality at recorded station stops for period 6, and long-run cancellations trend – North Route:



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

LNER

LNER operates regular services between West Yorkshire and London.

A summary of LNER's recent performance is available here:
https://www.lner.co.uk/about-us/our-performance-figures/

Cross Country

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

A summary of Cross Country's recent performance is available here:
https://www.crosscountrytrains.co.uk/about-us/key-business-performance-indicators

Grand Central

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

A summary of Grand Central's recent performance is available here:
https://www.grandcentralrail.com/about-us/how-are-we-doing/punctuality

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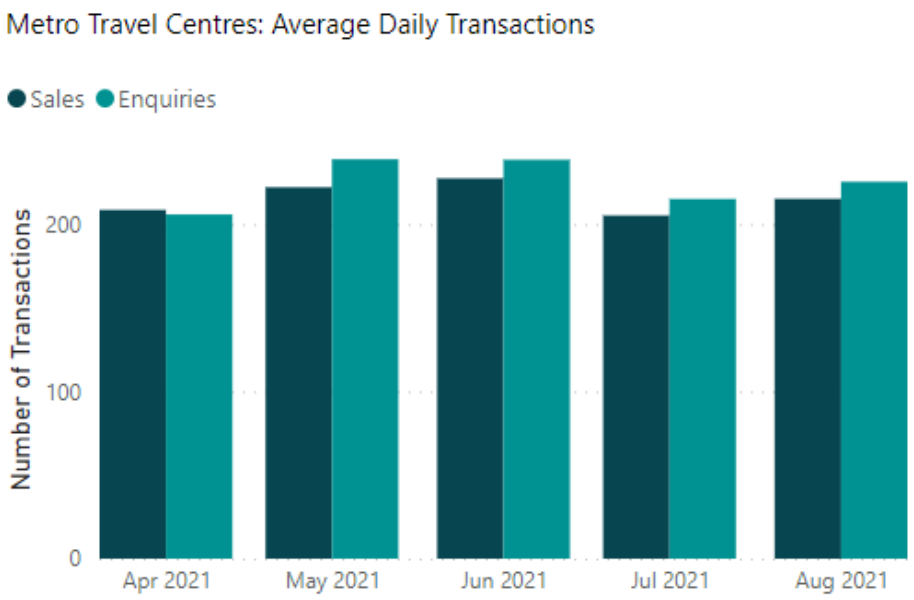
Item 6 – Appendix 3: Metro branded activity measures

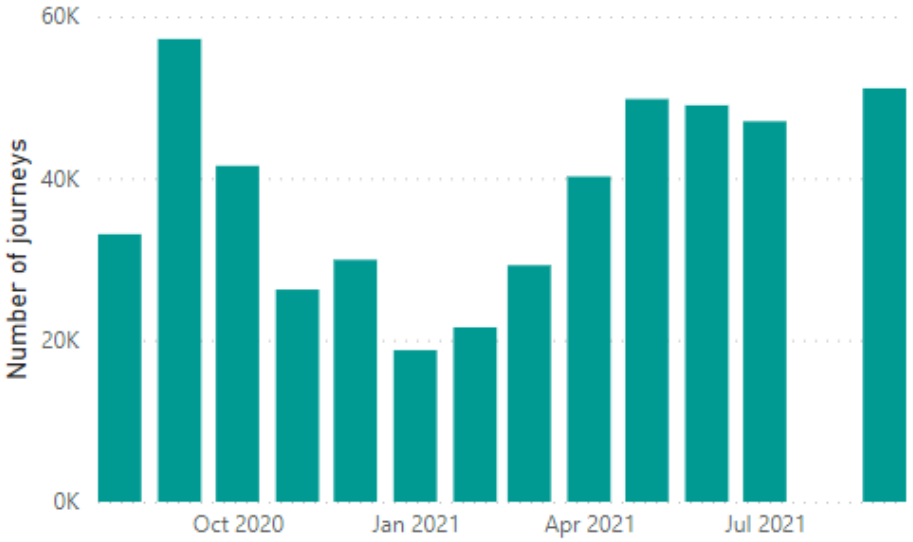
All content below taken from the Transport Committee PowerBi interactive dashboard managed by the Combined Authority Research & Intelligence team.

Metro Travel Centres

The chart shows the average number of daily (Monday to Saturday excluding bank holidays) sales and enquiries made at trave centres by month of the year. This information has been collected since April 2021, customer counting equipment was used previously however this did not give an accurate comparison.



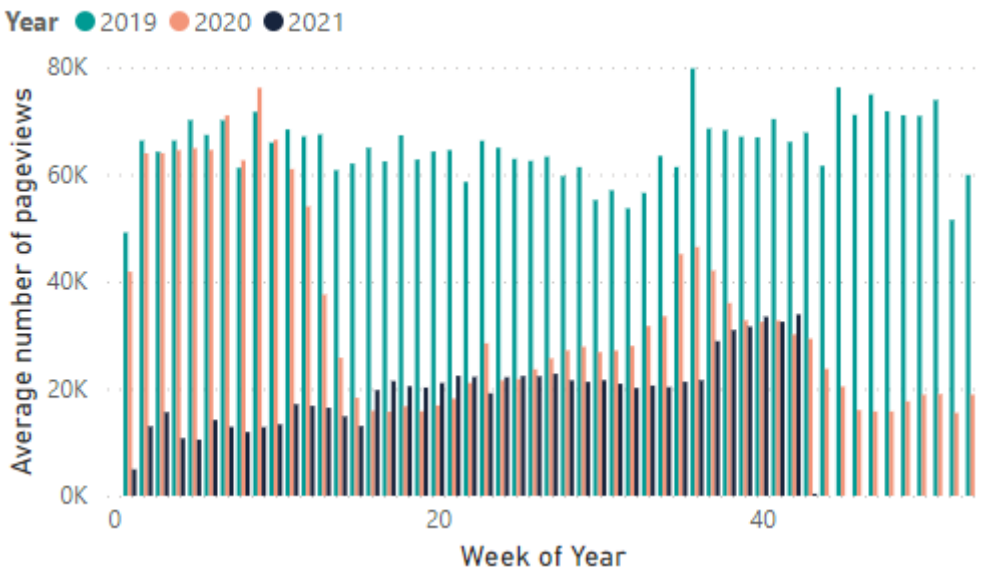
Number of journeys planned using Moovit Journey Planner



The chart shows the number of journeys planned using the West Yorkshire Moovit Journey Planner by month and year, available via www.wymetro.com . A different journey planner

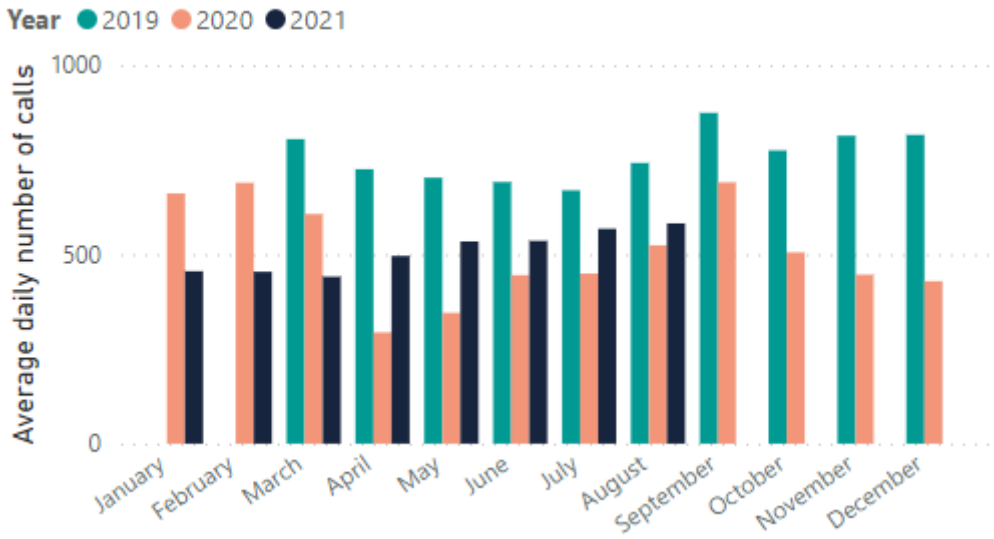
was in use in 2019, so comparable data is not available. Note, data from August 2021 is currently unavailable.

Engagement with Metro website – www.wymetro.com



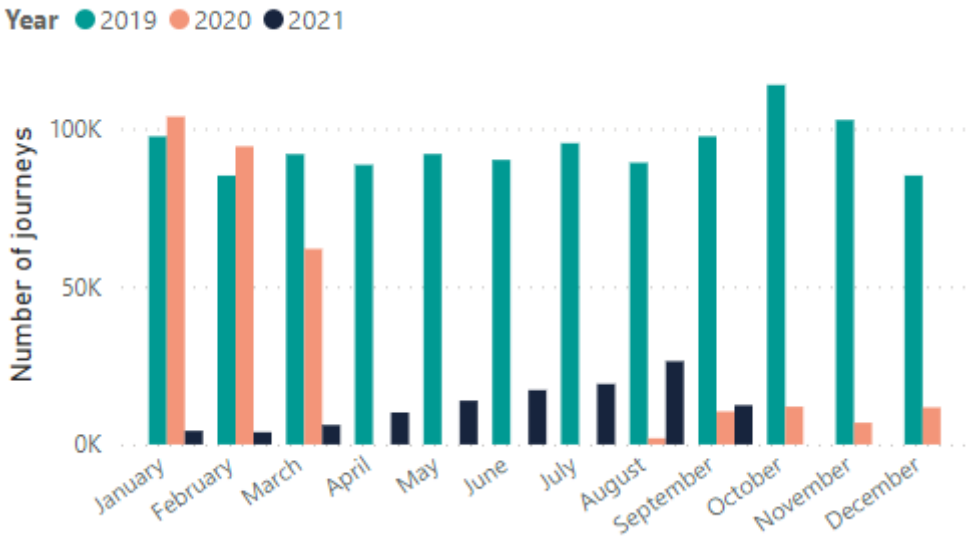
The chart shows the average number of weekday (Monday to Friday) pageviews for the Metro Website by week of the year.

MetroLine calls



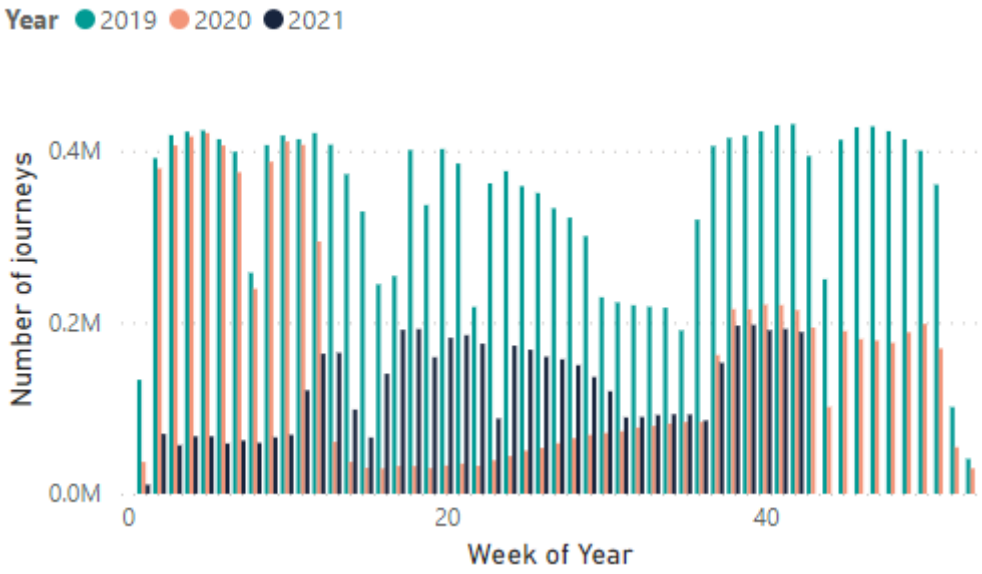
The chart shows the average number of weekday (Monday to Friday) calls to Metro Line.

Use of Park and Ride journeys



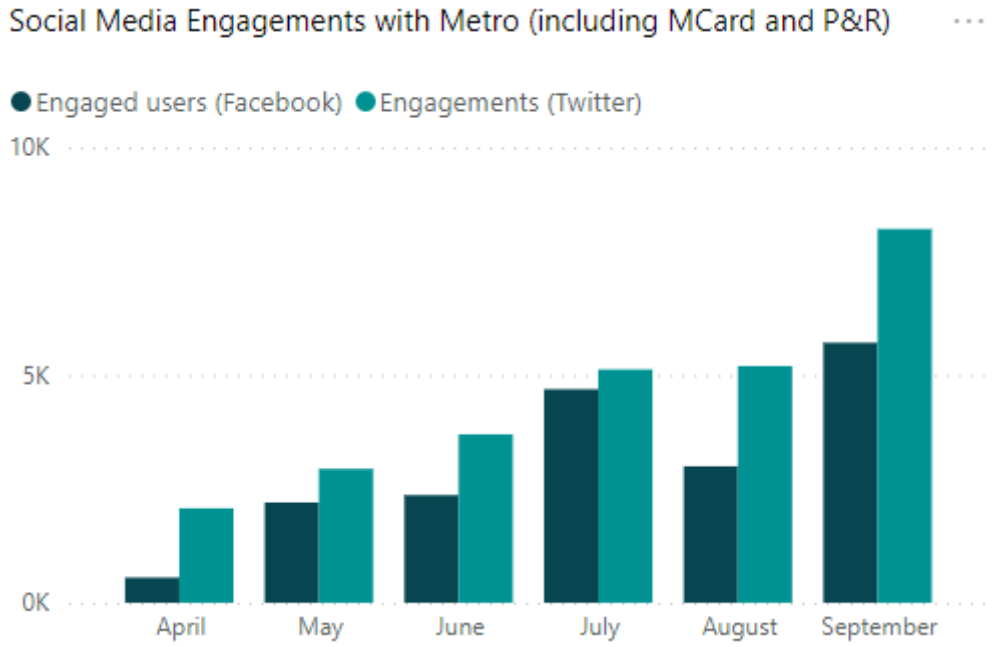
The chart shows the total number of Park and Ride journeys (both smart and paper) made by month of the year.

MCard journeys



The chart shows the total number of journeys made using Smart MCard products (but not those using the new app) by week of the year.

Social media interactions with “Metro Travel News” channels



‘Engagement’ is all the interaction that people have with the content, including likes, shares, responses.

Report to:	Transport Committee
Date:	5th November
Subject:	**Future Mobility Strategy**
Director:	Liz Hunter, Interim Director – Policy and Development
Author:	Kate Gifford, Head of Future Mobility and Kit Allwinter, Active Travel Policy Officer

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

1. Purpose of this report

1.1 To present the West Yorkshire Future Mobility Strategy for consideration and discussion.

2. Information

Background

2.1 West Yorkshire Combined Authority has been working with partner councils alongside academics, transport operators and industry to explore how technology and innovation in transport can help meet our wider goals. The West Yorkshire Future Mobility Strategy is the result of this work and sets out how new forms of transport and mobility services can help us to build a more prosperous region, improve people's quality of life, and reduce carbon emissions (see Appendix 1).

2.2 The Future Mobility Strategy has been developed to support the delivery of the West Yorkshire Transport Strategy 2040 and Connectivity Infrastructure Plan, which was consulted on by the Combined Authority earlier this year.

2.3 The West Yorkshire Bus Service Improvement Plan (BSIP) also sets out the vision for buses in West Yorkshire which the Future Mobility Strategy will help

to deliver. In particular, the BSIP objectives of *delivering clear and simple fares* and *developing a radically enhances, gender neutral and more cohesive bus and transport network* are central to the development of the Future Mobility Strategy and delivery of the action plan within. The Bus Service Improvement Plan was submitted to the Department for Transport on the 31st October 2021.

2.4 The Future Mobility Strategy sets out how the Combined Authority can support the hardest to reach communities and groups that could be left behind as transport technology moves forward. The Future Mobility Strategy will support the delivery of the Mayor's pledges by:

- *Tackling the Climate Emergency* – modal shift, zero carbon and low emission, sustainable transport are at the heart of the Future Mobility Strategy, which seeks to bring together and enhance existing modes with new technologies to create a more attractive and more efficient public and shared mobility system.

- *5000 New Homes* – the delivery of new estates is often challenging for traditional modes until a suitable density to support bus and/or rail links is achieved. Future Mobility (car clubs or shared micro-mobility, Demand Responsive Transport and mobility hubs have a key role to play in making transport more sustainable for both new build developments but also traditional housing and employment areas.

- *Improve Bus Services* – shifting short journeys from car to shared, active and public modes through better joining up and enhancing existing services will **improve bus journey times and reliability** through reduced congestion and broaden the ridership potential of our existing bus network. Furthermore, Mobility as a Service and Demand Responsive Transport offer new opportunities to grow ridership and extend the reach of the bus network in combination with the work being undertaken as part of the Bus Service Improvement Programme.

- *Keeping Women and Girls Safe* – enabling women to travel safely by offering a viable public/shared option ends reliance on mini-cabs and friends in areas without quality, regular or 6pm – 6am bus provision, **granting freedom of movement** more generally.

- *Skills for Young People* – other cities which are adopting ambitious Future Mobility plans are generating significant upskilling benefits across their workforces, including in terms of apprenticeships and university qualifications for young people (e.g. West Midlands and Greater Manchester).

- *Creative New Deal* – travelling sustainably and fully leveraging the benefits of technology is important to **attracting and retaining creative talent.**

- *Reducing Crime*– as a result of "more eyes on the street", modes other than the private car (e.g. e-scooter, walking, DRT, bus, etc.) have a **strong**

deterrent effect. This has been noted especially in London where reducing car dominance on streets **has lowered crime** without negatively impacting response times

- *Support Local Businesses* - Better links to our town and village centres will enable **more economic activity and creativity** to take place across West Yorkshire, and free up space that is currently used for motor vehicle movement and storage to instead be used more productively e.g. for markets, events or further development and expansion.

- *Inclusivity* – Future Mobility offers the chance to enhance the reach of our existing networks to cover more people, more often, through a seamless, joined up journey experience. This is in stark contrast to "car based" mobility (20% of men and 30% of women don't hold a driving licence). Only one-third of households in the lowest income decile have access to a car or van and half of single parent families with children don't have access to a vehicle. Enhancing and extending a sustainable alternative that is accessible to all is at the centre of our Future Mobility Strategy.

2.5 New technology also provides the opportunity to tackle some of the equality, diversity and inclusion issues that have been highlighted through consultation with key interest groups whilst developing the BSIP. *An example of this would be – through the development of better journey planning and mobility as a service apps there will be less need for people to wait for their bus at a bus stop – instead being able to wait inside or at a well-lit location. This removes some of the safety concerns that particularly affect bus passengers travelling later at night or early in the mornings when it is dark.*

2.6 The objectives for Future Mobility in West Yorkshire have been defined in line with our wider regional priorities:

- Supporting and enabling inclusive growth and contributing towards productivity.
- Contributing towards the region's objectives of becoming zero carbon by 2038 with significant progress by 2030.
- Helping achieve modal shift targets for bus, rail, walking and cycling whilst reducing reliance on private car use as outlined in the West Yorkshire Transport Strategy 2040.
- Helping to reduce transport related emissions to make a positive contribution towards tackling the Climate Emergency.
- Helping to better plan and manage all of our transport networks to transform the affordability, ease and experience current and future users.
- Contributing towards the Region's recovery from the COVID-19 pandemic.

2.7 The strategy sets out the principles and priorities for the Combined Authorities work on future mobility over the short, medium and long term (0-2 years, 2-5 years and 5-10 years) and is focussed around thematic areas. These themes have been developed to reflect the Combined Authority's priorities in response to our wider ambitions. An action plan has been developed covering each thematic area (see Appendix 2). However, it is likely that these priorities will

evolve over time as to technology developments and new trends emerge and the action will be reviewed regularly to reflect these changes. Delivery of the action plan sits alongside the BSIP and City Region Sustainable Transport Settlement (CRSTS) which will potentially provide routes to fund the actions identified.

Strategy Development

2.8 Ongoing engagement with stakeholders, elected members and the wider public has been vital to the development of the strategy to identify opportunities to develop the region's capability to deliver our future mobility priorities and action plans.

2.9 A series of thematic workshops were held with our partner councils alongside academics, transport operators, technology providers and the wider industry between November 2019 and February 2020. These sessions were used to identify opportunities, develop an understanding of current and future innovations, and test priorities and actions for future mobility in West Yorkshire.

2.10 The workshops supported the development of technical notes for each of the thematic areas as an evidence base for specific aspects of Future Mobility. These technical notes helped to support the strategy development and will inform future policy, strategy and decision making on funding going forward.

2.11 The Combined Authority has also been observing with interest the ongoing national e-scooter trials being led by DfT and awaits the publication of the results to help shape our own approach to this technology.

Public consultation

2.12 Public consultation on the Future Mobility Strategy was undertaken during 2020 and it was also included in the public consultation on the draft Connectivity Infrastructure Strategy which was undertaken via the Your Voice platform between January and June 2021. The consultation was designed to seek views on the draft strategy from partners, advocacy groups, academics, transport operators and wider industry, alongside those who live, work and visit West Yorkshire. 593 responses to the full survey (including the Future Mobility Strategy) were received. Full details of the consultation and its outcomes will be published in due course. The consultation outcomes were used to shape the final version of the Future Mobility strategy.

Next Steps

2.13 Once the Future Mobility Strategy is approved, work will commence in collaboration with partners to deliver the Future Mobility Action Plan. Where additional resources are required to support the delivery of actions, existing funding streams will be explored alongside potential external funding sources. This will build on the proposals included as part of the Bus Service Improvement Plan.

2.14 As yet it is unclear what the longer-term impacts of the recovery from COVID-19 will be, there is a level of uncertainty about how quickly some of the actions identified in this strategy can be delivered. The actions identified within this strategy will be reviewed in six months' time and if any changes to the timing or priority level of each action is required it will be made at that time.

3. Tackling the Climate Emergency Implications

3.1 The Future Mobility Strategy puts in place a series of actions to support carbon reduction in transport and will help to deliver our climate change ambitions by increasing sustainable alternatives to the private car use, that are easy to use, convenient and responsive to travel needs that support the behaviour change needed for significant model shift.

4. Inclusive Growth Implications

4.1 The strategy supports our inclusive growth goals through accessible alternatives to the private car that will help to tackle air quality issues and help provide access to jobs and education, especially for people currently less likely to access these opportunities. The strategy also considers how to ensure how we can support the hardest to reach communities and groups that could be left behind as transport technology moves forward.

5. Equality and Diversity Implications

5.1 Enhancing the inclusivity of the transport system is at the centre of our Future Mobility Strategy, by improving the mobility network so as to be a seamless and attractive alternative to car-based mobility. An Equality Impact Assessment has been undertaken as part of the Strategy. The Future Mobility Strategy will improve the transport links to opportunities, skills, education and employment for all. Enhancing provision and access to e-bikes, for example, not only offers access to enhanced mobility across age and disability, but also improves opportunities for improving health outcomes. These are being explored through our partnership work with the West Yorkshire & Harrogate Integrated Care Service.

5.2 The strategy supports our inclusive growth goals through accessible alternatives to the private car that will help to tackle air quality issues and help provide access to jobs and education, especially for people currently less likely to access these opportunities. The strategy also considers how to ensure how we can support the hardest to reach communities and groups that could be left behind as transport technology moves forward.

5.3 New technology also provides the opportunity to tackle some of the equality, diversity and inclusion issues that have been highlighted through consultation with key interest groups whilst developing the Bus Service Improvement Plan. *An example of this would be – through the development of better journey planning and mobility as a service apps there will be less need for people to wait for their bus at a bus stop – instead being able to wait inside or at a well-*

lit location. This removes some of the safety concerns that particularly affect bus passengers travelling later at night or early in the mornings when it is dark.

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 As outlined above, the strategy has been consulted on extensively with stakeholders and put to the public as part of the Connectivity Plan consultation.

10. Recommendations

10.1 That the Transport Committee discusses the West Yorkshire Future Mobility Strategy as part of the wider West Yorkshire Transport Plan suite of documents and recommends it for discussion at the Combined Authority (for their approval).

11. Background Documents

There are no background documents referenced in this report.

12. Appendices

Appendix 1 – Future Mobility Strategy

Appendix 2 – Action Plan for each Thematic Area

West Yorkshire Combined Authority

West Yorkshire Future Mobility Strategy

November 2021

Contents

Foreword

The publication of our Future Mobility Strategy for West Yorkshire represents a desire for step change in mobility in the region that is firmly focused on local needs, places and people, providing benefits for all in our region, including the hardest to reach communities that could be left behind as technology moves forward.

Our Future Mobility Strategy provides West Yorkshire with a major opportunity to help realise the priorities of our Strategic Economic Framework and Transport Strategy 2040. As our Strategic Economic Framework clearly sets out our ambition is to rebalance the economy and move towards economic self-sufficiency. The focus is to stimulate inclusive growth, tackle the climate emergency and address equality, diversity and inclusion issues within transport provision in West Yorkshire.

We are committed to creating the conditions that facilitate public and private sector investment in Future Mobility, as this will help to support the Combined Authority and partner Districts to deliver inclusive growth and address the continuing climate emergency (declared in the region in June 2019). Improved access to transport for all sectors of society will also help to accelerate the regeneration of our high streets.

We believe that our Future Mobility Strategy will provide long-term sustainable alternatives to the private car, therefore helping improve congestion, tackle air quality issues and providing equality of access to jobs and skills, especially for people currently less able to access these opportunities. We will continue to identify and promote alternatives to the private car, which will be particularly important when considering how new technology can help contribute towards our recovery from COVID-19 pandemic, which may continue to impact travel choices, reduce in public transport capacity and alter working patterns for some time.

I look forward to leading the delivery of this Future Mobility Strategy and action plan and working in collaboration with the public and private sectors, as well as learning from through the leading academic thinking and research based in our Region.

Our Strategy also helps to develop our longer-term pipeline of transport schemes which have been identified as part of our City Region Sustainable Transport Settlement (CRSTS), Connectivity Infrastructure Plan and Bus Service Improvement Plan (BSIP).

Cllr Groves [date]

Future Mobility in West Yorkshire

What is Future Mobility

Where we want to go and how we want to travel to get there is changing. Advances in technology, changes to how we work, and a shift in the way we access services and buy goods have all influenced how we travel.

Future Mobility looks at how innovation, technology and new ways of travelling can help to create a better, more inclusive, and greener transport system that meets our changing travel and transport needs.

This includes new modes of transport, such as e-scooters, new public transport services, such as on-demand buses, and new technology like autonomous cars which will improve the equality of access to transport system. It also considers new ways of planning and purchasing transport services, for example through apps, and innovative ways of getting the goods we need into our town and city centres.

Purpose of this Strategy

The purpose of this Strategy is to establish how new technology and innovation in transport can help to achieve the region's wider objectives to build a more prosperous, inclusive region, improve people's quality of life, and reduce carbon emissions, and how future mobility might assist in the long-term recovery from the COVID-19 pandemic. The Strategy sets out the principles and priorities for our work on Future Mobility to meet our wider ambitions over the short, medium and long term (0-2 years, 2-5 years and 5-10 years).

Ongoing engagement with key stakeholders, elected members and the wider public has been vital to the development of this strategy and has helped to identify opportunities to develop the region's capability to deliver our Future Mobility priorities and action plan.

Technical notes have been developed for each key theme as an evidence base for specific aspects of Future Mobility, set within the West Yorkshire context. These will help inform the future policy, strategy and decision making on funding.

Our Future Mobility Objectives

Objectives for Future Mobility in West Yorkshire have been defined in line with our wider regional priorities:

1. Development of a radically enhanced, gender neutral and more cohesive public transport network.
2. Supporting and enabling inclusive growth, diversity and contributing towards productivity.
3. Contributing towards the region's objectives of becoming zero carbon by 2038 with significant progress by 2030.
4. Helping achieve modal shift targets for bus, rail, walking and cycling whilst reducing reliance on private car use as outlined in the WY Transport Strategy 2040.

5. Helping to reduce transport related emissions to make a positive contribution towards tackling the Climate Emergency.
6. Helping to better plan and manage all of our transport networks to transform the affordability, ease and experience current and future users.
7. Contributing towards the Region's recovery from the COVID-19 pandemic.

Our Future Mobility Principles

The Future of Mobility: Urban Strategy, launched by Department for Transport (DfT) in March 2019, outlines the government's approach to maximising the benefits from transport innovation in cities and towns and sets out the principles guiding government's response to emerging transport technologies and business models.

The development of these principles was informed by the responses to the Future of Mobility Call for Evidence, published in July 2018, seeking views on emerging trends in transport innovation and exploring how industry, government and cities could work together to help harness these opportunities.

We have used the DfT's principles as a basis for developing a set of Future Mobility principles for West Yorkshire to ensure new technology and innovation meets the needs of our residents and businesses and supports our wider ambitions. Additionally, as a diverse geographical region, we have extended these principles to meet the needs of rural areas as well as those of our towns and cities.

These principles will help guide our approach to funding trials of new technology and services in West Yorkshire. The principles have been tested with stakeholders and have been shaped as a result of their feedback.

Table 1 – West Yorkshire (WY) - Future Mobility principles

No	Future Mobility principle	How this could be applied
1	New modes of transport and new mobility services must be safe and secure by design	Continued monitoring of safety across the lifetime of projects – particularly of pilots projects. Support for the development of national standards and regional regulatory powers.
2	The benefits of innovation in mobility must be available across society, including those who have limited access to technology.	Encourage benefits of mobility that are available equally in both rural and urban areas and across diverse demographics including people who do not own a smartphone, have access to the internet or access to a bank account.
3	Public transport and active travel should remain the priority for meeting travel demand, in line with the West Yorkshire Transport Strategy	Investment in priority for public transport, walking and cycling alongside behaviour change and ticketing incentives to ensure that public transport is an attractive option for the different journeys currently being made by other modes.
4	New mobility services must be part of a wider transition to zero emissions	Investment in low and zero carbon technology to ensure that we reach our target of becoming a zero-carbon city region by 2038.

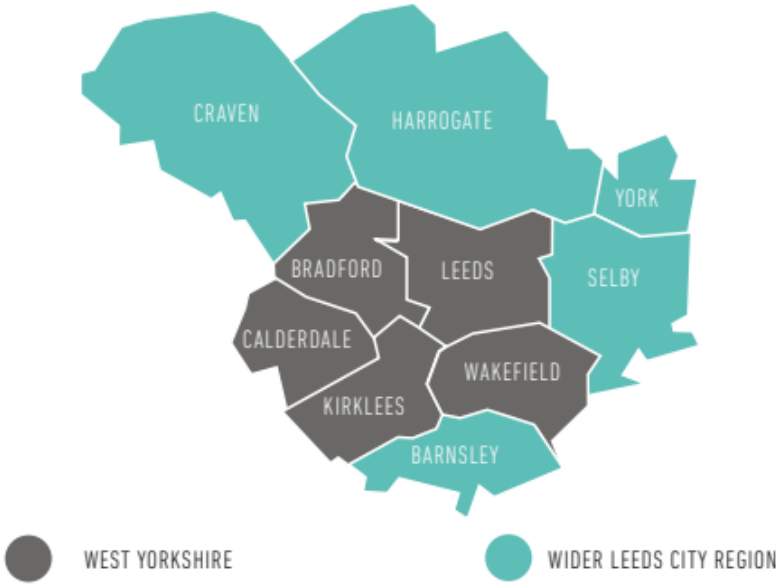
No	Future Mobility principle	How this could be applied
5	Mobility innovation must help to promote more efficient uses of limited road space, for example through sharing rides, retiming of journeys, increasing occupancy or consolidating freight	Ensuring that new modes are not promoted in such a way to encourage additional trips and single occupancy vehicle use. Spreading demands of travel across our network will be particularly important in the economic recovery from COVID-19 to enable public transport to cope with increasing numbers of passengers.
6	New mobility services should seek to improve affordability, inclusion, ease of access and user experience of travel	Key considerations will include the integration of ticketing with existing modes and ensuring that new modes integrate with existing provision through the provision of mobility hubs. Utilising digital connectivity to allow a wide range of user groups to be fully connected throughout their journey. Ensuring that digital and other information provided is accessible to all users.
7	Data from new mobility services must be shared where appropriate to further knowledge and understanding of travel in the region and improve the operation of the transport system	Agreements with new transport operators and solution providers should include appropriate data sharing with the Combined Authority to enable monitoring of how new services are meeting our objectives, particularly on inclusion.
8	New mobility services should support inclusive growth ambitions and productivity, improving access to jobs, training and community services for a diverse range of customers	Consideration needs to be given to where new mobility modes will be commercially viable and prioritise limited public funding to areas where new mobility services are not commercially viable but meet objectives, particularly on equality, diversity and inclusion.

West Yorkshire Mobility: Challenges & Opportunities

With a population of two million, West Yorkshire is a diverse, polycentric region made up of major cities, towns and countryside which all have distinctive economic roles and priorities.

West Yorkshire is growing, with 13% more people living here than in 1991 – a trend that is set to continue in the next 20 years with the population forecast approaching 2.5 million by 2041. At the heart of the North of England, it is an attractive place to live, increasingly attracting highly skilled service sector workers as well as offering new tourism, cultural and leisure opportunities.

Figure 1 – West Yorkshire Districts and the Wider Leeds City Region



However, despite our many strengths West Yorkshire has some challenges, with 22% of people living in areas defined as being among the most deprived 10% nationally. Additionally, as the population has increased, transport congestion and air quality have become major constraints to inclusive growth. Despite advanced fuel efficiency, carbon emissions from transport have only seen small reductions over recent decades.

In order to rebalance the UK's economy and spread the benefits of growth into the North of England we need to address the key challenges facing our region:

Our six key economic and transport challenges[1]:

1. Tackling persistent poverty and stalled living standards
2. Transport impacting access to jobs and training
3. Reducing the productivity gap
4. Transport constraining growth
5. Making sustainable travel the obvious choice
6. Decarbonising the transport network

[1] Developed as part of our Transforming Cities Fund bid https://www.westyorks-ca.gov.uk/media/3372/lcr-tcf-sobc-final.pdf

The Role of Future Mobility in Our Ambitions for West Yorkshire

Supporting Economic Development

The **Strategic Economic Framework** sets out our ambitious vision "to be recognised globally as a place with a strong, successful economy where everyone can build great businesses, careers and lives supported by a superb environment and world-class infrastructure". The framework establishes our investment and decision-making priorities for how we will achieve this vision.

Five priorities have been established to realise this vision:

- Boosting productivity – Helping businesses to grow and bringing new investment into the region to drive economic growth create jobs.
- Enabling inclusive growth – Enabling as many people as possible to contribute to, and benefit from, economic growth in our communities and towns.
- Delivering 21st century transport – Creating efficient transport infrastructure to connect our communities, making it easier to get to work, do business and connect with each other.
- Tackling the climate emergency – Growing our economy while cutting emissions and caring for our environment.
- Securing money and powers – Empowering the region by negotiating a devolution deal and successfully bidding for substantial additional funds

A world-class, integrated mobility system is a vital requirement of the competitive, inclusive economy that the West Yorkshire Combined Authority and its partners are working to create. It connects people to jobs, brings businesses closer together, gets raw materials to manufacturers, goods to local, national and global markets, provides opportunities for education, training and investment, and reduces social exclusion so that everyone benefits from economic growth.

The Future Mobility Strategy will contribute towards the objectives in the Strategic Economic Framework, in particular creating a world-class, integrated mobility system and improving connections to employment opportunities and key transport interchanges through demand responsive and digitally enabled solutions that are accessible[2] and meet the needs of our residents and employers.

Delivering the Transport Strategy

The **West Yorkshire Transport Strategy 2040** sets out a vision to enhance business success and people's lives by providing modern, world-class, well-connected transport that makes travel around West Yorkshire easy and reliable. The strategy aims to put in place the right transport conditions to meet demand for travel in a sustainable and inclusive way.

[2] Ensuring that digital solutions are accessible could include providing access to free Wi-Fi at key transport interchanges. Also ensuring that digital solutions are designed with inclusivity in mind to enable them to be used by as wider proportion of the population as possible.

The key objectives that we must address to realise this ambition are:

The Transport Strategy sets ambitious mid-point targets to be achieved by 2027 (against a baseline of 2017) that seek to reduce reliance on private car journeys and substantially grow the number of trips made by using sustainable transport:

These targets were determined before the Combined Authority formally declared a Climate Emergency in line with all the West Yorkshire partner councils. Going forward, it is likely that these targets will be revised as we develop our carbon pathway for transport to meet our ambition for the region to become net zero-carbon by 2038.

The Future Mobility Strategy has been developed to support the delivery of the Transport Strategy and increase sustainable travel practices, through improved connectivity and integration of services. We will better plan and manage all our transport networks to transform the affordability, ease and experience of the people using it.

The Future Mobility Strategy develops several of the themes identified within the West Yorkshire Transport Strategy – particularly the ‘smart futures’ and ‘one system public transport’ which set out our ambitions to make the best use of advancements in technology across all of our transport networks and develop a world class transport system that connects different modes of transport seamlessly into one comprehensive easy-to-use network.

Connectivity Infrastructure Plan and advanced transit system

In January 2021, we published a draft **Connectivity Infrastructure Plan**. The aim is to better connect all of our places, communities and economic assets, within the region and beyond.

This plan sets out a long-term transport infrastructure investment programme for the next 20 years, providing a spatial picture of where improvements are most needed to improve people's quality of life and stimulate inward investment. As part of the development of the new Connectivity Infrastructure Plan, we are at the early stages of developing new proposals for **an advanced transit system**.

The Connectivity Infrastructure Plan will develop a pipeline of schemes for the region. The actions outlined in the Future Mobility Strategy will inform the specific schemes taken forwards as part of the Connectivity Infrastructure Plan. The Connectivity Infrastructure Plan also provides the opportunity to build in planning for Future Mobility services from the outset, to complement this significant infrastructure investment, including the advanced transit system.

Enabling Inclusive Growth

A key ambition for the Combined Authority is delivering inclusive growth. Inclusive growth means allowing everyone in the West Yorkshire to be able to contribute to and enjoy the benefits of a strong economy and a decent standard of living. An **Inclusive Growth Strategic Framework** is currently being developed to inform local and regional policies, plans and delivery programmes.

The framework aims to further embed inclusive growth to enable as many people as possible to contribute to, and benefit from, economic growth. The framework is being developed in recognition that embedding inclusive growth in an integrated and strategic way will support the change required to open opportunities for deprived communities.

The Future Mobility Strategy supports these inclusive growth goals through accessible alternatives to the private car that will help to tackle air quality issues and help provide access to jobs and education, especially for people currently less likely to access these opportunities. The strategy also considers how to ensure how we can support the hardest to reach communities and groups that could be left behind as transport technology moves forward.

Tackling the Climate Emergency

In June 2019 the Combined Authority, in line with most of the region's local authorities, formally declared a climate emergency. This declaration strengthens the city region's ambition to become net zero-carbon by 2038, with significant progress being made towards this target by 2030. The scale of this target is not to be underestimated – with the Tyndall Centre for Climate Change estimating that a 14.5% reduction in emissions will be required year on year to meet this target.

Meeting this challenge will require urgent and collaborative action across all sectors of our economy. However, it will also empower our region to build a modern, sustainable economy supported by an efficient transport network and world class infrastructure.

In order to achieve the objectives, significant action is required in the transport sector to reduce private car use is required, accompanied by a programme of behaviour change and information provision on alternative transport options.

The Future Mobility Strategy, together with the Connectivity Infrastructure Plan and the Bus Service Improvement Plan (BSIP) put in place a structure and series of actions to help enable this change and to achieve these ambitions through sustainable alternatives to the private car use that are easy to use, convenient and responsive to a diverse range of travel needs. These strategies also provide support for the behaviour change required to achieve significant modal shift.

Mayoral Pledges

The election of our Mayor in 2021 has brought an additional dimension to the Future Mobility Strategy. Our Strategy will help the Mayor achieve her ten pledges as follows:

- *Tackling the Climate Emergency* – modal shift, zero carbon and low emission, sustainable transport are at the heart of the Future Mobility Strategy, which seeks to bring together and enhance existing modes with new technologies to create a more attractive and more efficient public and shared mobility system.
- *5000 New Homes* – the delivery of new estates is often challenging for traditional modes until a suitable density to support bus and/or rail links is achieved. Future Mobility (car clubs or shared micro-mobility, Demand Responsive Transport and mobility hubs have a key role to play in making transport more sustainable for both new build developments but also traditional housing and employment areas.
- *Improve Bus Services* – shifting short journeys from car to shared, active and public modes through better joining up and enhancing existing services will **improve bus journey times and reliability** through reduced congestion and broaden the ridership potential of our existing bus network.
- *Keeping Women and Girls Safe* – enabling women to travel safely by offering a viable public/shared option ends reliance on mini-cabs and friends in areas without quality, regular or 6pm – 6am bus provision, **granting freedom of movement** more generally.
- *Skills for Young People* – other cities which are adopting ambitious Future Mobility plans are generating significant upskilling benefits across their workforces, including in terms of apprenticeships and university qualifications for young people (e.g. West Midlands and Greater Manchester).
- *Creative New Deal* – travelling sustainably and fully leveraging the benefits of technology is important to **attracting and retaining creative talent.**
- *Reducing Crime*– as a result of “more eyes on the street”, modes other than the private car (e.g. e-scooters, walking, DRT, bus, etc.) have a **strong deterrent effect**. This has been noted especially in London where reducing car dominance on streets **has lowered crime** without negatively impacting response times.
- *Support Local Businesses* - Better links to our town and village centres will enable **more economic activity and creativity** to take place across West Yorkshire, and

free up space that is currently used for motor vehicle movement and storage to instead be used more productively e.g. for markets, events or further development and expansion.

- *Inclusivity* – Future Mobility offers the chance to **enhance the reach of our existing networks to serve more people**, more often, through a seamless, joined up journey experience. This is in stark contrast to “car based” mobility (20% of men and 30% of women don’t hold a driving licence). Only one-third of households in the lowest income decile have access to a car or van and half of single parent families with children don’t have access to a vehicle. Enhancing and extending a sustainable alternative that is accessible to all is at the centre of our Future Mobility Strategy.

Future Mobility Themes

The West Yorkshire Future Mobility Strategy is focussed around six themes. These themes have been developed to reflect the Combined Authority's priorities in response to our wider ambitions. However, it is likely that these priorities will evolve over time as technology develops and new trends emerge, and in response to the economic recovery from COVID-19.

We have taken an evidenced based approach to developing the Future Mobility Strategy for West Yorkshire, with technical notes developed for each key theme as an evidence base for specific aspects of Future Mobility.

In the following section a summary is presented for each theme together with a set of recommended actions. The recommended actions have been developed in partnership with key stakeholders and our partner councils through the workshops held in Winter 2019/20 and is supported by evidence developed through the technical notes and informed by wider stakeholder through the public consultation held in Summer 2020.

Although each theme is distinct, there are many themes, challenges and opportunities common across them. Additionally, the final theme of this strategy, mobility hubs, looks to draw together some of the core concepts of the other five themes and integrate existing modes of transport.

1. Digital Demand Responsive Transport

Definition – *Digital Demand Responsive Transport (DDRT) is a form of transport typically booked by the user via a smartphone app (or over the phone). The route is created using algorithms before the time of travel. The journey is provided by shared vehicles typically minibus sized that operate flexibly between pick up and drop off locations within a defined area.*

Traditional Demand Responsive Services (DRT) such as door-to-door and dial-a-ride schemes have been around since 1960s in the UK, typically focusing on a specific user group. The advancement of digital technologies has seen the development of Digital Demand Responsive Transport, offering flexible on-demand services to the general public.

There are typically no fixed routes, with journeys being determined by where passengers want to go to within a set operating area. Passengers can 'order' and track a vehicle from a smartphone app (or by phone), choose their pickup point, pay and reserve a seat. The app matches passengers traveling in the same direction, dynamically routing vehicles to find the optimal route for their trip.

Contribution towards objectives

DDRT services sit between traditional scheduled public transport (e.g. bus and rail) and on demand taxis in terms of convenience and flexibility and have the potential to improve public transport usage when operators and local authorities work together. By aggregating passengers, on-demand transport services can help to reduce the number of private vehicle miles travelled thus reducing congestion and pollution. DDRT can also expand the reach of the transport system to communities currently poorly served by scheduled services thereby tackling inclusion.

The key roles of on-demand services are summarised below:

- Providing connectivity, diversifying transport options and tackling inclusion by filling gaps in provision of public transport.
- Working as a feeder service providing links into the existing (and future) fixed route public transport network, expanding the reach of public transport services.
- Directing travel to points of interest around a local area.
- Increasing vehicle occupancy.
- Connecting new housing developments and key areas of employment, improving equality of access to employment opportunities.
- Improving inclusion through attracting new customers (younger generation and potentially mobility impaired users).
- Serving "difficult" areas that are challenging to serve commercially by conventional bus, e.g. rural and less dense areas.

Benefits and risks

There are several trials and pilots of DDRT services around the world operating in different contexts including as an alternative to fixed routes during off-peak hours, in remote neighbourhoods or as a replacement for underperforming fixed routes. These trials and pilots have seen varying levels of success in terms of usage, customer feedback and commercial viability. This suggests that every location is unique, and DDRT services should be specifically designed to service the needs of an individual area and developed in partnership with the public sector.

The successful implementation or development of DDRT services can bring benefits to residents, users and local authorities but also face certain risks presented in Table 2.

Table 2. Common benefits and risks of DDRT services

Benefits	• Improves public transport accessibility and inclusion • Eases congestion and reducing pollution • Flexible service can better serve demand • Attracts a wider range of users • Ability to match demand and supply • Can be designed for specific use cases, e.g. business park to rail station • Can serve different use cases during day and at peak times • Insights from usage data can be used to inform future transport planning
Risks	• Business model not fully proven • Likely funding and financing requirements • Political barriers and multi-stakeholder coordination • Legal barriers (current regulatory framework not designed for these services) • Can experience higher operational costs than fixed route buses • May compete with existing public transport • Lack of data sharing between private companies and local authorities to help identify impacts of services (not a risk if procured) • Some services have been petitioned against for not being accessible to certain groups of people

Key factors for successful implementation in West Yorkshire

The key lessons learnt from UK and international case studies have been grouped below.

Collaboration

- Policy and legal requirements: It is vital that any on-demand service is developed in discussion with policy makers to ensure that it is compliant with existing partnership and legal frameworks and requirements, is beneficial to the overall economy, and does not compete with existing commercial bus networks.

- Public awareness initiatives from marketing or experimental campaigns: ensuring that we apply the lessons from campaigns that have worked well in the past e.g. Connecting Leeds, CityConnect.

Service Design

- Attractiveness of the service: Ensuring that the service will be attractive to the target market. This may vary by location so there is not necessarily a 'one size fits all' approach to service design and marketing.
- Complement existing services: DDRT services should complement existing public transport rather than competing with them. The key is to fill the gaps in vehicle utilisation, accessibility and location. Seamless interchange by timetabling and ticketing with key bus services and other modes will support this.
- Standardisation: A single app or MaaS platform should be the ultimate ambition to make it easier to access, encourage multi modal travel booking and improve the customer experience (see section on MaaS).
- Engagement: Communication, consultation and engagement requirements need to be considered at the early stages of project planning.
- Behaviour change: Implementation of DDRT services can work well as part of a range of measures to improve transport accessibility and manage parking demand.
- Promotion: Ridership can be incentivised using loyalty programmes and gamification (e.g. commuter challenges).
- Monitoring: Customer satisfaction surveys and other independent channels for user feedback should be established to enable performance monitoring of the service.
- Carbon emissions: Low and zero emission vehicles should be sought for services where possible (may not be suitable in more rural locations due to range) to ensure they are in line with our carbon and air quality ambitions.

Pricing

- Pricing models: A common pricing strategy for DDRT is to launch with introductory offers to increase uptake to critical mass, after which prices are sometimes raised to be commercially viable.
- Transparent and fixed pricing: Builds trust with the user and provides reliable income for service providers.
- Pricing incentives: Incentives to use multi-modal ticket products (particularly the MCard) should also be considered. Ticketing offers/discounts, particularly for young people and concessions should be considered as part of the pricing offer.

Data

- Data agreements: Data can be harnessed from DDRT apps to understand customer movements and cater to their mobility needs. In order to ensure that the Combined

Authority is able to process and analyse this (anonymised) data, legal agreements with the service operator would be required.

Work already progressed

The Combined Authority has recently launched a Digital Demand Responsive Transport (DDRT) service for East Leeds. This is a pilot scheme with the purpose of testing the technology and understanding the conditions which are required for successful[3] operation of a DDRT service in West Yorkshire and will run for up to 3 years.

This trial looks to support the development of a business case for DDRT investment. A key risk currently as that the business model is not fully proven makes it more difficult to build the case for investment in new services – we are addressing this through the East Leeds trial to test the technology and gain a better understanding of the factors required for successful operation of DDRT. For this trial we will closely monitoring both usage, customer satisfaction and the performance of the app and technology on the vehicles to determine if this approach is transferable to other areas in West Yorkshire.

Recommended next steps

As a result of the workshops held with key stakeholders including DDRT operators, partner councils and industry representatives in late 2019 and early 2020 a series of recommended DDRT actions have been developed. These actions are outlined in Table 3, together with the CA response to the ways in which these might be progressed.

Table 3 – Recommended actions and Combined Authority next steps

ID	Recommended action	CA next steps
Digital Demand Responsive Transport (DDRT)		
Short term (0-2 years)		
DRT1	Identify early DDRT scheme priority areas based on WY objectives, feasibility analysis and market engagement	Workplan of DDRT schemes developed and currently seeking funding through CRSTS and BSIP. The speed with which these can be implemented will depend on the longer-term impacts that COVID-19 has on bus patronage in West Yorkshire.
DRT2	Undertake further DDRT trials to explore business models, technology, public acceptance, impacts and ability of services to help meet our goals	DDRT scheme in East Leeds underway. Five other locations currently under consideration (dependent on funding through BSIP/CRSTS).
DRT3	Carry out an audit of tendered and supported services to identity opportunities for DDRT	Some opportunities for DDRT have been identified through the Bus Network Review. At a more detailed level, this assessment will take place as contracts for tendered and supported services are renewed.
DRT4	Develop integrated ticketing options via MCard platform, with the aim of creating	The development of a Mobility as a Service (MaaS) platform over the coming years may

[3] In this context we are not aiming for commercial viability but for levels of patronage that will enable continued operation of the service with some degree of subsidy.

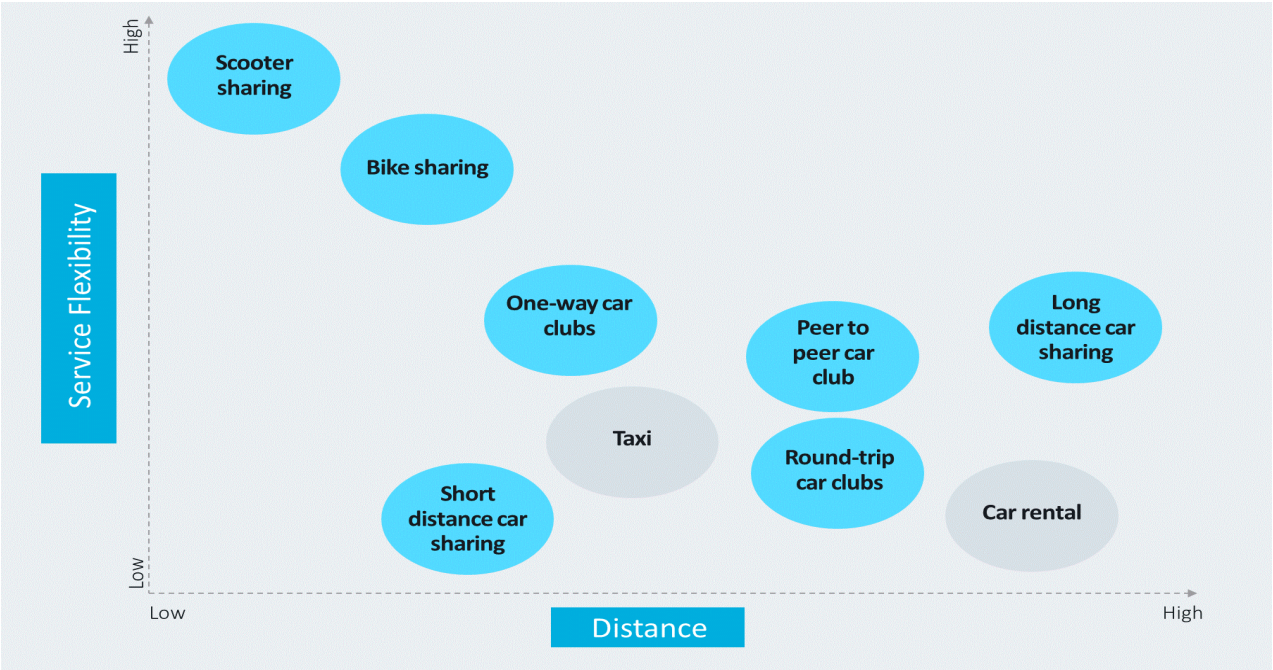
	a multi-journey and multi-modal ticket offer for DDRT	offer integrated DDRT services and other new mobility modes.
DRT5	Work with partner councils, developers and operators to identify opportunities for DDRT to support sustainable travel to new development through planning process	DDRT working group already established and in the process of identifying opportunities for DDRT through S106 and other funding bids.
DRT6	Work with operators to ensure low and zero emission vehicles are used for all DDRT services	Low and zero emission vehicle standards to be developed for future DDRT schemes as the market/funding allows. Also dependant on suitability of technology for operating area.

2. Shared transport

Definition - *Shared mobility refers to the shared uses of vehicles, bikes or other transport modes which are accessed on as 'as needed' basis by users. It includes a variety of options from services where the vehicle itself is shared – including car clubs, as well as bike sharing or scooter sharing (micromobility), to services where the ride is shared, such as car sharing and taxi sharing.*

Shared mobility does not necessarily equal "new" mobility: some shared mobility modes, such as taxis and car rental, have been around for a long time and are not covered under this strategy. However, the convergence of different technological advances has made it possible to improve existing services and create new ones as well as offer new ways of accessing services. Figure 2 summarise the different models of shared mobility.

Figure 2: Shared mobility models[4]



Although public transport is a more traditional shared mode, it is not typically included in the definition of shared mobility.

Contribution towards objectives

Car clubs are proven to encourage a reduction in private car trips, as well as modal shift to more sustainable transport modes – especially by supporting multimodal trips[5]. The following behaviour changes have been recorded once people become members:

- Car club members drive less after joining a car club than they did before becoming a member[6]

[4] Source: Schwartz, Joachim. Presentation at Car-Free Cities Working Group Seminar, London, 1999. – updated by Steer

[5] Cohen, A. P., Shaheen, S., & McKenzie, R. (2008). Carsharing: A guide for local planners. Institute of Transportation Studies.

[6] Such a reduction has been frequently reported for members of car clubs in Europe. In their latest edition of the Car Club Annual Survey for England and Wales , CoMoUK underlined that car club members drive almost 20% less distance

- Car club members typically reduce their car ownership, either through selling a vehicle or deferring planned purchase of a vehicle. However, it can be difficult to measure to what extent members that do give up a vehicle do so because of car clubs. Other factors may affect these decisions such as moving to a new house, a new job or increased costs related to car ownership such as insurance[7]. Thus, it might not be car sharing alone that makes users give up their car or decide not to purchase one, but it may facilitate the decision.
- Car club members tend to use public transport and walk/cycle more often than average – making a positive contribution towards reducing congestion, emissions and parking demand, particularly in urban areas.

Micromobility (e.g. sharing of bikes, e-scooters, etc.) has the potential to not only reduce personal car use, congestion and emissions in cities, but also encourage active and healthy living. The benefits of micromobility may include the following[8]:

- Use of micromobility modes for daily commute can improve the productivity of employees.
- Micromobility has the potential to address inclusion and equality through providing a low-cost travel option.
- Some users record a reduction in car trips, but also a reduction in walking trips upon starting to use micromobility modes.
- Bike share offers health benefits – bike share users cycle more often after starting to use the scheme and almost half of users stated that the bike share scheme was a catalyst to them starting to cycle again[9].
- Bike share can help address inclusion through engaging more women in active travel – the gender split of bike share includes more women than for general cycling.

Ride sharing, where two or more people share a journey in a private car, can also increase vehicle occupancy and reduce the number of personal car trips made by individuals, helping to reduce congestion, emissions and parking demand locally.

Benefits and risks

Many cities in the UK and worldwide already have provision of shared transport services, most commonly car clubs and bike sharing. E-scooter sharing is rapidly expanding in the USA and Europe but e-scooters remain illegal to use on the road and on pavements in the UK. DfT are currently undertaking a legislative review which may result in changes to the legal status of e-scooters. Whilst this is being undertaken, several trials of e-scooter sharing are underway which will create the evidence necessary to guide final decisions by the government.

Table 4 summarises the key benefits and risks of shared transport services.

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compared to an average England resident that owns a private vehicle. In North America, several research studies found that carsharing appears to have reduced vehicle miles travelled (VMT) overall by about a quarter to a third among vehicle-owners (or previous owners) members.

[7] Otchere and all (2015), The contradiction of Demotorisation in Research on Humanities and Social Science Review, Volume 5, n. 12

[8] Due to a lack of escooter operators in the UK, no comparable data available for shared escooters. Research from other countries is not yet conclusive on the impacts of escooters

[9] Bike share User Survey 2019, CoMoUK

Table 4 – Shared transport - key benefits and risks

Benefits	• Lower emissions • Easing congestion • Reducing private car ownership & usage (for micromobility) – more efficient use of resources / street space • Improving access and addressing social inclusion and transport access • Improves last/first mile connectivity • Helping employers implement travel demand / behaviour change plans • Car Club specific - helping to normalise electric vehicles (if offered) • Micromobility specific - health benefits to the user through activity
Risks	• Lack of data sharing between private companies and local authorities to help identify impacts of services • Social distancing and stricter cleaning regimes required during current COVID pandemic • Vandalism and theft of vehicles • Not accessible by all users • Unbalanced distribution vehicles between city centre and suburbs leading to clustering of vehicles **Car Clubs – Specific Risks** • Underutilised vehicles • Business model/pricing may make car clubs only attractive for limited trip purposes **Micromobility – Specific Risks** • Poor longevity of the vehicles adding to operating costs over the long term, which affects the sustainability of the model • Safety issues due to lack of suitable infrastructure and dedicated lanes for users (safety risks to users and general public) • Inappropriate use of road/ kerb space by users impose risks for vulnerable road users • Parking challenges, potential to clutter pavements, parks and city spaces and cause inefficiencies for pedestrians • Potential to replace public transport or walking trips, particularly for short distance trips • Lack of government support, in terms of policies and funding

Key factors for successful implementation in West Yorkshire

Car clubs

Cities and transport authorities are on the front line of new developments in shared mobility. They can leverage at least three different type of instruments to promote their shared mobility initiatives:

Parking Regulations

- Favourable parking infrastructure and regulations.

- Increase car share visibility through on-street parking access and clear signage and marking of parking areas that can be used by car club cars, including prioritised spaces for shared vehicles.
- Strict enforcement of parking rules.
- Reduce or eliminate minimum residential private parking requirements.

Shared Infrastructure

- Proactive planning and design for shared infrastructure and electrification.
- Leverage car club services to provide an initial demand for EV charging infrastructure.
- Build mobility hubs (an integrated suite of mobility services provided at defined locations) around high-capacity transit stations, large residential development or park and rides locations.

Marketing and Outreach

- Support car club initiatives with strong leadership by local politicians and decision makers including active use and promotion of the car club by the local authority and the wider public sector.
- Integrate car club strategy and climate-related plans (low emission zones, climate change or local transport plans).
- Integration of public transport and car club payment through multi-modal cards or passes (MCard).
- Technical assistance to local officers.
- Public awareness initiatives from marketing or experimental campaigns.
- Data gathering for effective monitoring to improve services.

Bike share

Some of the key factors in successful implementation of bike share include:

Operational

- Strategically located bikes adjacent to major destinations and at rail/bus stations/mobility hubs.
- Fully automated systems allowing users to check bikes in and out and providing real-time availability of bikes via website, smartphone and at docking station terminals.
- Suitable density of docking stations / distribution of bikes and coverage across the city to make the service convenient to users, considering how bikes can integrate with wider public transport and identifying locations that address inclusion objectives.

- Effective management of bikes across the network to ensure bikes are available to meet demand.
- Ease of using the mobile application and making payments for the service via the app improves user acceptance.
- The make and model of the micromobility vehicle also plays a key role in user acceptance, in terms of weight, manoeuvrable capabilities, safety gears, seating position, etc. This also adds to longevity of the vehicles, thereby reducing costs of servicing and maintenance.

Appropriate local context

- A sizeable potential user base e.g. located in areas where there is likely to be higher demand.
- Location of bikes in areas of high residential or employment density and large flows where bike share can offer a “last mile” solution e.g. from rail stations to major employment sites.
- Topography of the city can be an influence though less of a constraint if e-bikes are deployed.

Local authority support

- Marketing and outreach activities to promote use of bike share (CityConnect already deliver this in West Yorkshire for active travel).
- Strong leadership by local politicians and decision makers including active use and promotion of the bike share scheme by the local authority.
- A supportive strategy and policy environment to create conditions conducive to cycling in the bike share operating area, through infrastructure improvements to encourage and support cycling and deter car use.
- Financial support to facilitate the delivery and operation of a scheme.

Transport operator support

- Integration of public transport and bike share payment through multi-modal cards or passes.
- Inclusion of bike share information in public transport information materials.
- Integration of bike share into public transport journey planners.

Support from other large organisations

- Local support to promote usage and address inclusion - for example from large employers / education sites / destinations.

Work already progressed

Car clubs have been operating in West Yorkshire for a number of years, with services offered in all five of the districts, although Leeds has a significantly greater number of

vehicles and locations available than the other four districts. The main service operator in West Yorkshire offers a 'back to base' model, where vehicles are required to be returned to the location they were collected from. Other operating models (e.g. back to area, or one way car clubs) can offer more flexibility and have greater appeal to users in some circumstances. Although there are a few examples of small-scale shared bicycle schemes in West Yorkshire (and a planned scheme in Leeds), to date there is no large-scale public micromobility service is in place in any of the districts.

Recommended next steps

As a result of the workshops held with key stakeholders including transport operators, our partner councils and industry representatives in Winter 2019/20 a series of recommended shared transport actions have been developed. These actions are outlined in Table 5, together with the CA response to the ways in which these might be progressed.

Table 5 – Recommended actions and Combined Authority next steps

ID	Recommended action	CA next steps
Short Term: 0-2 years		
SM1	Undertake shared micromobility feasibility study to determine potential for micromobility, including engagement with industry and stakeholders	This study could also identify areas where shared transport could contribute towards the economic recovery from COVID-19 pandemic.
SM2	Identify early shared mobility priorities based on WY objectives, feasibility analysis and market engagement	These priorities will be identified as part of the above study
SM3	Work with partner councils and industry to identify opportunities for regional shared mobility models, including joint procurement and service delivery	The Combined Authority is working with our partner councils to explore joint procurement models for shared transport. Joint contract for WY and York car club already exists and work is underway to increase the number of electric vehicles offered.
SM4	Explore opportunities for shared mobility transport (including micromobility) to support the objectives the Connectivity Infrastructure Plan	Shared mobility considered through Connectivity Infrastructure Plan.
SM5	Undertake shared mobility trials to explore business models, public acceptance, impacts and ability of services to help meet our goals. Initial focus could include partnerships with major employers to test business models / technology in small pilots	Funding for this work still to be identified.
Medium term: 2-5 years		
SM6	Develop models to ensure shared micromobility is available to a wide range of social groups, including those who do not have access to bank accounts / smartphones.	Work currently underway to develop ticketing and payment options for those who do not have access to a bank account – this will include shared mobility modes.

ID	Recommended action	CA next steps
SM7	Develop policy guidance on shared mobility services, including planning guidance for implementation of shared mobility in new developments in partnership with local planning authorities	Work with our partner councils to deliver this. Funding still to be identified to take this work forwards.
SM8	Undertake review of parking policies and charging in collaboration with partner councils to identify opportunities to promote and incentivise shared mobility over private car use	Work with partner councils to deliver this. Funding still to be identified to take this work forwards.

3. Mobility as a Service

Definition - *Mobility-as-a-Service is a term used to describe digital transport service platforms that enable users to access, pay for and get real-time information on a range of transport options. The platforms integrate multiple transport services to provide personalised journey planning that can be optimised based on users' travel needs - whether they want to take the cheapest, fastest, or the most environmentally friendly route.*

At present, people have multiple options for getting from point A to point B yet face often have to navigate multiple applications and payment systems to use mobility services that are operated and paid for separately. The intention of MaaS is to provide a user-friendly convenient solution, in which users are only required to use one system to plan, manage and make a single payment under a single platform for an entire journey despite using multiple modes. A well designed MaaS interface can also help to address accessibility issues that some users face when planning journeys.

Contribution towards objectives

By simplifying the user experience, MaaS applications have the potential to decrease private vehicle use by promoting and encouraging alternative modes of transport and multi-modal journeys. The key role MaaS can plan in contributing to our objectives are summarised below:

- MaaS has the potential to increase multimodal trips and decrease private vehicle use, helping to achieve our transport targets.
- Encouraging greater public transport use by improving the user experience of planning, booking and payment for travel.
- Support better value travel for users when the application of daily/weekly fare caps and auto-calculation of the best value fares are used.
- If incentives are built into the MaaS platform, it could also help to encourage mode shift towards certain less desirable journeys (for example to help reduce congestion on specific routes/at certain times of day).
- Reduce travel delays and increasing journey times by speeding up boarding/alighting processes by up to double[10].
- Can help those without a car access jobs, education and services more easily by streamlining multimodal travel.

Benefits and risks

The development of MaaS can benefit both passengers and public transport operators, although some common risks exist as well, summarised in table 6 below.

Table 6 – Common benefits and risks of MaaS

Benefits	• Simplified, seamless user experience

[10] The World Bank – Public transport automatic fare collection interoperability: assessing options for Poland (2016)

	• Passengers have (or perceive) shorter wait times for transit • Increased public transport use • Ability to use pricing and fare structures to encourage travel by certain transport modes or journey types • Increased revenue for public transport operators • Lower operating costs for public transport operators • Potential for improved access, where technology improves the travel experience for older and disabled people • Improve anonymised trip data collected from users
Risks	• Challenges with passenger understanding and proper use of systems (CICO systems)[11] • Potential for social exclusion, where the technology does not address the needs of all passengers (i.e. the absence of a personal smartphone prohibits travel) • Challenges of private MaaS operators and lack of current regulation • Lack of data sharing between transport service providers • Technology barriers – different technology infrastructures that prevent interoperability or inconsistent data quality • Software developed by transit agencies may not measure up to those of competitive third-party developers • Poor data quality - lack of advanced transit data specifications • Challenges procuring bundled technology systems • Lack of supporting digital infrastructure / viability of IT hardware in low density / rural areas • Challenges developing a commercial offer that is competitive with private car - new services could reduce patronage from public transport rather than private car use as an unintended consequence.

Key factors for successful implementation in West Yorkshire

The key lessons learnt from the UK case studies have been grouped below:

Transport services offered

- Service Design: A robust offer of transport services is the most important factor in a successful MaaS solution – research has shown frequency of the service, fare prices, and journey times remain primary factors when a potential passenger is deciding to use the service.[12] The provision of real-time information or smart ticketing services are secondary to these factors. Consideration is also needed of the commercial attractiveness of combined ticket offers to the public.
- Public transport: The inclusion of public transport providers is key for the success of digital applications that aim to simplify the user experience into one platform. Mobile

[11] In the first month following TfGM's rollout of EMV capability, TfGM expressed that some customers were not checking out / tapping out and thus being charged for an incomplete journey. NFCW.com "Manchester reports on open loop contactless ticketing adoption."

[12] Government Office for Science, A time of unprecedented change in the transport system, January 2019.

journey planning and ticketing applications that integrate a few smaller transport service providers but lack integration with public transport providers may experience lower uptake and usage by passengers.

User Experience

- Ease of use: Simplifying the user experience where possible may improve correct use of the ticketing system by passengers and improve the customer experience. Transport for Greater Manchester faced challenges getting passengers using their EMV[13] ticketing system to complete their journey by tapping out.[14] By comparison, the Swiss Federal Railways' Fairtiq app, which includes all public transport in Switzerland, including trains, buses, trams, and boats, prompts passengers to check-out at the end of their journey and has reduced unclosed journeys (people who omit/forget to tap out) to just 0.1 percent.[15]

Data

- Data Requirements: Data requirements will depend on the characteristics of the MaaS system being pursued, but setting common data standards with open APIs and common data formats are key.

Work already progressed

The Combined Authority is working closely with the West Yorkshire Ticketing Company Ltd (WYTCL) to develop the MCard multi operator ticketing offer in West Yorkshire. The MCard is considered to be one of the most advanced smart ticketing system in the UK outside London and allows users to purchase day, week or month saver tickets on buses and trains within West Yorkshire and to pre-load travel credit which can be used to pay for bus fares. The MCard App (available for Android smartphones) allows customers to buy, load and check travel tickets for bus and rail in West Yorkshire, with the phone functioning as the ticket for travel. This is the first multi-modal ticketing app of its kind in the UK.

The Digital Payment Strategy has been developed to set the strategic direction for travel ticketing and achieve the objectives of making the purchase of tickets easier, ensuring that the product range fits customer needs and lifestyles, enabling seamless pre-purchases and gaining a better understanding of how customers are travelling.

Recommended next steps

As a result of the workshops held with key stakeholders including transport operators, our partner councils and industry representatives between November 2019 and February 2020 a series of recommended MaaS actions have been developed. These actions are outlined in Table 7, together with the CA response to the ways in which these might be progressed (subject to feasibility work and funding availability).

[13] EMV - Europay, Visa and Mastercard – the global standard for interoperation of contactless bank cards.
[14] https://www.bbc.com/news/uk-england-manchester-49734060
[15] https://uitpsummit.org/wp/wp-content/uploads/InnovationGuidedTours_Ticketing_web.pdf

Table 7 – Recommended actions and Combined Authority next steps

ID	Recommended action	CA next steps
Short Term: 0-2 years		
MAAS1	Work to ensure the data sharing agreements with bus operators provide the flexibility to facilitate the delivery of MaaS	Data sharing agreements currently in place to enable this.
MAAS3	Work with Operators and West Yorkshire Ticketing Company (WYTCL) to develop the commercial agreements required to deliver MaaS as required. This will build on any Enhanced Partnership arrangement agreed.	Continue to build on the relationship between the bus operators and WYTCL in order to develop commercial agreements required for MaaS.
MAAS4	Further develop the MCard as a smart ticket in line with the BSIP and Digital Payment Strategy	Delivering bulk purchase of single tickets, gifting and mobility credits are the priorities over next year.
Medium term: 2-5 years		
MAAS6	If early feasibility work of indicates Combined Authority led approach is preferable, develop MaaS platform and supporting ecosystem based on scoped business model and specification using phased delivery model, with functionality for those without access to technology	Funding to be identified for delivery
MAAS7	Ongoing analysis of MaaS data and customer travel patterns to inform future development of MaaS platform as well as develop evidence base to support future transport strategy development and investment decisions	Changes in travel trends as a result of the recovery from COVID-19 will influence future strategy and investment priorities
MAAS8	Analysis of ticketing systems and potential interoperability of ticketing between operators across the region	To be developed in line with BSIP. Funding for this work still to be identified.
Long term: 5-10 years		
MAAS9	Explore opportunities to integrate further transport modes, new mobility service and additional functionality into MaaS platform where appropriate in partnership with stakeholders	Funding for this work still to be identified.

4. Connected and Autonomous Vehicles

Definition – *Connected and autonomous vehicles (CAVs) use technology that enables the vehicle to assist with the driving and allows communication with other vehicles on the road. CAVs could reduce traffic accidents, improve efficiency of transport systems while fundamentally changing travel behaviours.*

The level of autonomy is on a spectrum, with no automation and driver assistance at one end, and full automation at the other as illustrated in the table below:

Table 8 – Levels of automation

Level 0	**No Automation** The driver performs all driving task
Level 1	**Driver Assistance** Vehicle can assist with minor, singular tasks (e.g. cruise control)
Level 2	**Partial Automation** Vehicle can perform steering and acceleration.
Level 3	**Conditional Automation** Vehicle can perform most tasks but driver intervention required
Level 4	**High Automation** Vehicle can perform all tasks but driver intervention required in some circumstances
Level 5	**Full Automation** Vehicle can perform all tasks with no driver interaction required

While CAVs are seen by some as an economic development opportunity, their implementation poses significant challenges for local authorities to ensure the benefits of the technology to social welfare are maximised, and at the same time that negative impacts of are mitigate.

Contribution towards objectives

Connected and Autonomous Vehicles (CAVs) are a transformative technology that have the potential to transform transportation on a global scale. CAVs could contribute towards our objectives as follows:

- CAVs could improve road safety and reduce traffic accidents.
- The use of CAVs for public transport services could improve efficiency of transport systems through smart routing and driving efficiencies, reducing the cost of services and reduced environmental impact.
- CAVs are likely to have an impact on travel demand and congestion thanks to smarter route choices. It is anticipated that if properly managed, CAVs could reduce traffic flow, breakdown and parking demands, whilst also increasing land and junction capacity. However, there is also a risk of increasing private vehicle travel as well as decreasing it: potential factors that could increase or decrease driving overall are outlined in Table 9 (based on the higher levels of automation).

Table 9 – Potential factors impacting vehicle mileage of the higher levels of automation

Increases Vehicle Travel	Reduces Vehicle Travel
• Private ownership of CAVs • Empty Vehicles - increased vehicle mileage due to empty vehicles traveling between drop-off/pick-up areas • Increased travel by non-drivers (elderly, minors, people with disabilities)[16] • Increased convenience for door-to-door trip could increase travel demand and shift away from public transportation • It could also encourage sprawl development, which in return would generate more miles of travel[17]	• Increase of shared CAV services (micro transit, car clubs, taxis or ride hailing platforms) could encourage households to reduce vehicle ownership and use[18] • Mobility as a service could increase the number of shared trips taken with CAVs • CAVs as first-and-last-mile solution in combination with public transportation • Decrease in time spent seeking parking

Benefits and risks

CAVs are likely to have both benefits and risks. Table 9 below summarises the key benefits and risks.

Table 10 – Key benefits and risks of CAVs

	User Impacts (Driver)	Wider Impacts
Benefits	• Free the driver from driving tasks reducing drivers' stress, improving travel efficiency, productivity and convenience. • Equality in access: provide critical mobility for non-drivers and people with poor mobility/disabilities. • Improved safety. • Reduced paid driver costs (e.g. Costs for taxis and commercial transport drivers) and potentially reduced cost to the public sector in providing some transport services. • Support MaaS integration.	• Increased overall safety for all road users once full Level 5 adoption. • Reduced energy consumption and pollution. May increase fuel efficiency and lowering emissions. • Potential to increase road capacity and to reduce congestion and roadway costs. • Reduces demand for parking at destinations. • Can support vehicle sharing: Could facilitate carsharing and ridesharing, reducing total vehicle ownership and travel.

[16] Brandon Schoettle and Michael Sivak (2015), A Preliminary Analysis of Real-World Crashes Involving Self Driving Vehicles, Report UMTRI-2015-34, Transportation Research Institute, University of Michigan

[17] Kelly Fleming and Mark Singer (2019), Energy Implications of Current Travel and the Adoption of Automated Vehicles, National Renewable Energy Laboratory

[18] Kristin Lovejoy, Susan Handy and Marlon G. Boarnet (2013), Technical Background Document on Impacts of Carsharing, California Air Resources Board

		• Create new high-value jobs.
Risks	• Increased vehicle costs (requires additional vehicle equipment, services and fees). • Potential additional users' risk (e.g. crashes caused by system failures). • Cybersecurity: reduced security and privacy (e.g. hacking, location tracking and data sharing may reduce privacy).	• Mixed model: during the transitional phases, CAVs may increase risks to other road users. • Increased traffic problems if vehicle mileage increase because of convenience of driverless trips. • May reduce mobility options if infrastructure repurposed (e.g. walking and cycling infrastructure). • May reduce public transport service levels if demand were to decrease. • May reduce affordable options in the rural areas. • May reduce employment (e.g. jobs for drivers may decline). • Increased infrastructure costs (may require higher roadway design and maintenance standards).

Key factors for successful implementation in West Yorkshire

Among the different case studies reviewed, some key factors stand out as essential for cities and policy makers to successfully encourage implementation:

- Reviewing policies and principles (e.g. road safety, freight, parking access, low-emission zones, infrastructure) to guide and accelerate deployment of CAVs.
- Forming public-private partnerships between government, transportation agencies, cities, universities and private sector to identify opportunities for CAVs trials.
- Taking an active approach to harnessing asset data, especially linked to infrastructure and real time information on how cities are used.
- Developing principles and engaging with transportation agencies to integrate CAVs with mass transit as a potential first/last mile solution.
- Creating standards for CAVs to be able to be deployed at a national and international level.
- Developing an electric vehicle charging infrastructure strategy.
- Developing expertise to independently assess the pilot projects and understanding and evaluating driver behaviour in these vehicles.
- Ensuring underlying digital infrastructure is in place to support vehicle communication.

- Ensuring that the systems (including sensors, maps, and software) are effective and reliable.

Work already progressed

West Yorkshire Combined Authority is one of the 14 partners from 6 countries that form the Automated Road Transport Forum (ART-Forum), an Interreg North Sea Region project studying the impact that autonomous vehicles could have on the transport network and our cities and their regions. This is a three-year project to 2022 covering the following objectives:

- Raise awareness and build capacity among stakeholders.
- Develop policy recommendations that enable authorities to take advantage of opportunities to support strategic goals.
- Facilitate exchange between technological developers, academia and policy makers.

The Combined Authority has two research partners in this projects, DLR (German Aerospace Centre) and Robert Gordon University, to support our studies into how automated transport could be implemented to support our wider strategic goals and develop policy recommendations for the region.

Recommended next steps

As a result of the workshops held with key stakeholders between November 2019 and February 2020 a series of recommended CAV actions have been developed. These actions are outlined in Table 11, together with the CA response to the ways in which these might be progressed.

Table 11 – Recommended actions and Combined Authority next steps

ID	Recommended action	CA next steps
Short Term: 0-2 years		
CAV1	Determine our goals and objectives for CAV within the region and explore the potential for the technology to support our wider regional priorities to set our policy position.	This strategy marks a starting point in the identification of our goals and objectives for CAVs. These will be developed in further detail through the ART Forum Interreg project.
CAV2	Develop partnerships with academic institutions, manufacturers and bus operators to research and test policy objectives for CAVs, assess the potential impacts of technology and adoption scenarios on the transport network in the region and consider future infrastructure requirements to enable CAV development	Policy objectives for CAVs currently being tested through the ART Forum project. A working group with partner councils has been developed to review these objectives. Learning from the ART-Forum project will also help with understanding of future infrastructure needs to enable CAVs. Relationships with operators and manufacturers on CAVs still require some development.
CAV3	Explore opportunities for CAV technology to support the objectives the Connectivity	

ID	Recommended action	CA next steps
	Infrastructure Plan and advanced transit workstream	The Connectivity Infrastructure Plan and advanced transit workstreams are considering CAV technology.
Medium term: 2-5 years		
CAV4	Investigate opportunities for CAV trials in the region to test adoption scenarios, technology feasibility, and infrastructure and regulation requirements, with an emphasis on shared and public transport CAV technologies	Funding opportunities to enable CAV trials need to be identified. Opportunities and potential locations for trials will be explored through CAV working group with partner councils.
Long term: 5-10 years		
CAV5	Study impacts of growing private CAV adoption on transport network to inform future policy and investment decisions	The results of the ART Forum project will help to identify the impacts of CAV adoption on the transport network.
CAV6	Working with the regional and local planning agencies develop a regional CAVs and connected infrastructure plan	We are working with TfN to understand how a plan for CAV and connected infrastructure might be developed (including an understanding of how the underlying digital infrastructure (fibre/4G/5G) will be used to support the role out across all areas, particularly rural areas of the network.)

5. First / last mile freight

***Definition** – First / last mile freight is how goods or services in the supply chain are managed at the start and end of their journey. First mile freight relates to outgoing goods or services from a business to a distribution hub (i.e. the first stage in the supply chain) and last mile freight relates to the final stage of delivery of goods or services to the end user (i.e. the final stage in the supply chain).*

First / last mile freight is usually associated with ways to improve efficiency, reduce negative impacts of deliveries/collections, and enhance sustainable freight practices in urban areas. In this regard, it is characterised by the following characteristics:

- Goods and services transported over short distances.
- Fulfilled using sustainable modes such as: on foot, cycle, cargo cycle or electric / low emission vehicle.
- Serving both commercial and residential properties.

Contribution towards objectives

Sustainable first / last mile freight models can have a range of beneficial outcomes through the efficient movement of goods and the reduction of delivery vehicles on our roads. Such practices can help to deliver improvements in congestion, air quality and carbon emissions through reductions in vehicle miles travelled and fuel consumption. In urban areas in particularly, where the demand is the greatest and emission challenges often highest, such practices would support the delivery of our carbon reduction targets.

Air quality improvements, alongside the reduction in noise pollution, can help to make our towns and cities better places to live, and support a range of health benefits. Additionally, reductions in delivery vehicles can support the creation of safer walking and cycling environments.

From an economic perspective, sustainable first / last mile freight can provide cost savings to business through lower fuel costs and faster, more efficient delivery practices and support our clean growth ambitions as a city region.

Benefits and risks

The successful implementation or development of first / last mile freight operations can bring benefits to businesses, residents and local authorities in achieving policy objectives, but such initiatives also face certain risks. Table 12 summarises these key benefits and risks for first/last mile freight operations.

Table 12: Common benefits and risks of sustainable first / last mile freight

Benefits	• Lower emissions • Lower noise pollution • Easing congestion • Improved safety for people walking and cycling • More efficient use of kerbside space • Faster deliveries by cycle (in certain local contexts)

	• Less disruption to office staff • Cost savings through lower fuel costs and avoiding road charges • Helping employers implementing behaviour change initiatives • Helping to normalise electric vehicles • Reducing private car ownership & usage • Improving access & social inclusion
Risks	• Lack of available / affordable land for distribution or consolidation hubs • High start-up costs • Lack of regulatory support / incentives • Lack of cycling infrastructure for cycle freight • Unable to achieve required volumes • Lack of (and cost of) EV charging infrastructure • Lack of data sharing between private companies and local authorities

Key factors for successful implementation in West Yorkshire

The key factors that underpin successful operations as highlighted from case studies are as follows:

Volume

- It is crucial to achieve a certain volume of deliveries being routed through a centre to make its operation commercially viable. Operators therefore need to forge strong relationships with high-volume suppliers or a number of different suppliers in order to sustain a facility. However, volume and demand are also a result of the wider economic climate.

Local context and policy environment

- The physical environment and layout of city centres and the level of congestion affects the ease of making deliveries. Cities with historic centres and narrow streets can be particularly strong candidates for sustainable first / last mile cycling and on foot solutions. Restrictions on motor vehicles can also support uptake, as well as stricter parking policies.

Type of business (user)

- Identifying and working with a suitable business type is important in the viability of sustainable first / last mile operations. Certain sectors are better suited than others to the operational changes of such a facility, such as parcel couriers, servicing and utilities, catering, larger retailers, supermarkets and construction.

Motivation for users

- It is important to understand the motivations of end users. The environmental and wider social benefits of first / last mile freight solutions are one component motivating businesses who want to differentiate themselves or enhance their reputation. However, they are unlikely to be sufficient motivation alone.

- Improved operational efficiency, reliability or cost savings are likely to be the principal drivers of change in delivery and purchasing behaviour. A facility must therefore reduce the overall business costs or improve the efficiency of the delivery operation.

Public funding

- TfL's study of consolidation centres[19] suggests that public subsidy was an important factor in many centres' set up and viability, and that few centres survived commercially without a subsidy. However, Cargohopper and Gnewt are both examples of first / last mile freight operators that have not required public funding.

Offer additional services at micro-consolidation centres

- Offering services in addition to first / last mile freight can increase the demand, viability and benefits of a micro-consolidation centre. Examples include:
  - providing storage for retailers who lack space within their own premises.
  - offering delivery collection points for customers (self-service last mile).
  - collecting recycling on the return leg to reduce empty running.

Professionalism of operator

- To build trust and confidence from businesses and end users, it is important for the operator to be professional and reliable in their fulfilment of deliveries.

Promotion

- Some scheme operators have reported that new ventures had not been successful due to a lack of promotion and awareness among businesses and users. Without suitable uptake, sufficient volume will not be achieved to assure commercial viability.

Work already progressed

There are a number of smaller, privately managed sustainable first / last mile delivery organisations operating in West Yorkshire, principally using cargo bikes and other low emission vehicles.

Recommended next steps

As a result of the workshops held with key stakeholders including transport operators, partner councils and industry representatives between November 2019 and February 2020 a series of recommended first / last mile freight actions have been developed. These actions are outlined in Table 12, together with the CA response to the ways in which these might be progressed.

[19] Transport for London (2016) *Rethinking Deliveries Report*

Table 13 – Recommended actions and Combined Authority next steps

ID	Recommended action	CA next steps
Short term: 0-2 years		
FLMF1	Undertake research to further understanding of current first last mile freight practices and their impacts on West Yorkshire.	Potential funding sources for this research are required.
FLMF2	Explore opportunities to incorporate micro-consolidation facilities and/or collection points for personal deliveries within planned schemes in collaboration with partner councils..	Work already underway to deliver parcel lockers at rail stations in WY in partnership with Northern. Further work needed to consider the role of rail stations in first/last mile freight. Collection points (and micro-consolidation facilities where appropriate) to be explored as part of mobility hub programme. Consider the role of micro-consolidation centres in contributing towards the economic recovery from COVID-19.
FLMF3	Work with partner councils to explore opportunities to develop micro-consolidation and micro-delivery (e.g. eCargo bikes) facilities in new developments through the planning process	A last mile/freight working group will be developed – including representation from partner councils.
FLMF4	Carry out analysis to identify areas with the highest potential for micro-consolidation in the region in partnership with stakeholders	This work to be carried out in partnership with the working group. Consultation with key landowners e.g. shopping centres needed to establish potential level of interest.
Medium term: 2-5 years		
FLMF5	Explore opportunities for a trial micro-consolidation centre in the region based on analysis and market engagement in collaboration with partner councils	This work to be carried out in partnership with the working group.
FLMF6	Develop programme to install collection points for personal deliveries at key transport hubs in region	This will be progressed as part of work on mobility hubs pilot programme and alongside rail strategy.
FLMF7	Develop communication plan to promote sustainable first last mile practices with commercial stakeholders and the wider community	Consultation with working group required to develop a communications plan.
FLMF8	Work with highways authorities and commercial stakeholders to develop guidance on parking/loading bay restrictions (including dynamic kerbside approaches) and micro delivery access design standards to support uptake of sustainable first last mile freight delivery practices	Decision to be made by working group on which of these actions should be prioritised

ID	Recommended action	CA next steps
Long term: 5-10 years		
FLMF9	Look to expand programme to install collection points for personal deliveries at all transport hubs in region	This will be progressed as part of work on mobility hubs pilot programme and future transport hub upgrade schemes that may develop.

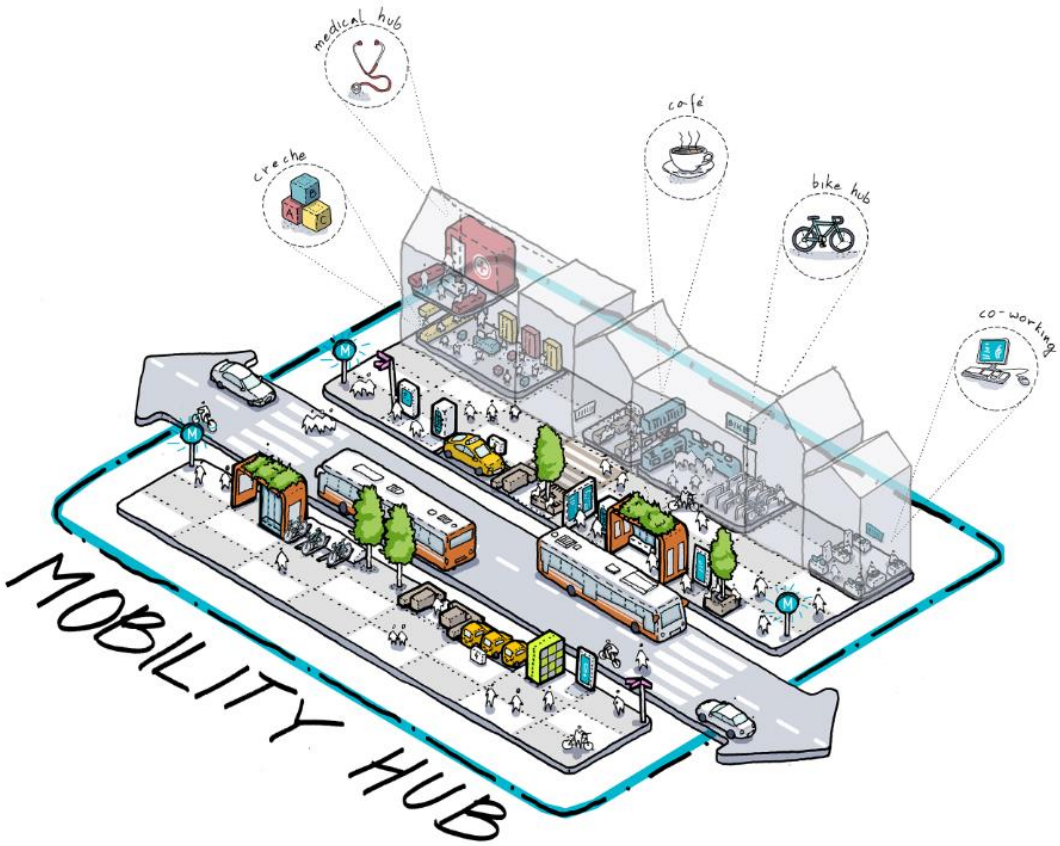
6. Mobility Hubs

Definition – *A mobility hub is a recognisable location providing integrated access to a range of transport modes and services, supplemented with enhanced facilities to support sustainable travel choices, increase accessibility and reduce reliance on privately owned vehicles. The size of mobility hubs and the features they offer vary depending on the location, but include the co-location of transport such as access to public transport, shared transport (such as bike hire, car clubs, e-scooters) and bike storage, alongside travel information, public realm improvements, and community amenities (such as cafes, package delivery lockers, co-working space).*

Mobility hubs look to bring together in one identifiable location existing transport, future mobility, and community functions. By joined up transport services more effectively and providing a single location for accessing a range of modes, there is an opportunity to maximise the benefits of more sustainable transport and minimise the negative effects of private car travel such as congestion, poor air quality and inequalities.

Mobility hubs are seen in this strategy as a unifying theme, bringing together aspects of the five other future mobility themes alongside more traditional transport modes. Each mobility hub should be tailored to meet local needs and the surrounding environment, with consistent branding to ensure they are clearly identifiable. The illustration below shows a potential concept for large hub deployments in West Yorkshire in a location such as a key transport hub, developed for the Future Mobility Zone bid.

Figure 3: Large Mobility Hub Concept Sketch



A small mobility hub could be defined as a location that is served by at least one public transport and at least one shared mode (e.g. car club, bikeshare) or delivery lockers for parcel collection. While some rail stations in West Yorkshire already fall into this definition (Kirkstall Forge and Horsforth which have car club bays nearby) and there are car club bays located close to bus stations and stops, these services are not particularly well integrated with each other or presented to the public as a coherent service offer in the way that a Mobility Hub would.

Contribution towards objectives

The development of mobility hubs can contribute towards our objectives in the following ways:

- Improve access to public transport and improve integration between transport modes. This can support wider access to jobs, education, training and services.
- Help to reduce the reliance on private vehicle use through promotion of sustainable transport modes with a positive impact on air quality and carbon emissions.
- By co-locating transport options and community amenities, the need to travel for everyday activities can be reduced, particularly using of private vehicles.
- Improved pedestrian and cyclist access and help to encourage walking and cycling locally, with environment and health benefits.
- Improved public realm can have a positive effect on the local economy. Designs can help to create a sense of place for community, attracting more people to the local economic hub (e.g. the high street).
- A sense of community can also be reinforced by a cohesive and strong branding and marketing campaign.
- Health and wellbeing benefits of improved public realm e.g. green space, reduced dominant of cars, improved local air quality, visibility of active modes (bike sharing).
- Improved first and last mile connectivity, further connecting and extending the transport network.

Benefits and risks

Mobility hubs have been trialled in many European cities. Examples include the Vienna Mobile Station Simmeringer Platz, established in 2018. The hub offers a range of mobility options including public transit, e-bike sharing, car sharing, an e-charging station, an e-cargo bike along with secure cycle parking, a bike pump and information screens. Further examples of cities with mobility hubs across Europe include Bremen in Germany, Bergen in Norway, Linz in Austria, Amsterdam in the Netherlands and Flanders in Belgium.

The table below summarises the key risks and benefits associated with Mobility Hubs.

Table 14 – Common benefits and risks of Mobility Hubs

Benefits	• Supports seamless journeys through provision of infrastructure and access to transport modes • Encourages more sustainable travel

	• Promotion and facilitation of active travel modes • Improves first/last mile connectivity • Ability to serve the needs of different users • Improves accessibility and can cater for those with disabilities with inclusive design • Provision of information to help people make more informed travel choices • Design can help to create a sense of place for the community • Fosters integration between new transport innovation and existing transport services • Physical enabler of MaaS • Provides an opportunity to test and support transport innovations • Can reduce the need to travel (when incorporating non transport features such as a café or co-working space)
Risks	• Success is closely related to location, most successful in areas of high travel demand • Commercial viability (particularly in rural areas) • Take time to establish and require careful planning as it is collaboration between multiple partners • Require adequate space to implement a hub in the densest urban areas • Tensions from the local community for example if parking spaces for private cars are taken away • Securing buy-in from stakeholders is necessary for successful implementation • Not having coherent branding across a region will reduce visibility and awareness • Insufficient grid capacity in the energy network will may limit the ability to install high powered EV charging infrastructure • Co-ordinating multiple services from multiple operators in one location

Key factors for successful implementation in West Yorkshire

Significant investment and local commitment are required for mobility hubs to be successful. The key lessons learnt from the UK and international case studies have been grouped below.

- **Planned as a network:** there are examples across Europe where mobility hubs have been successful in cities and regions through implementation as part of a network. By planning and implementing as a cohesive network there is potential for mobility hubs to have neighbourhood and region wide effects, rather than a localised impact.
- **Successful integration with operators:** it is important to establish working relationships with each operator. This can be achieved by establishing open communication channels with and between operators. Motives of the operators should be aligned with that of the mobility hub to offer services that best serve local needs and demands.

- **Recognisable (including branding and marketing):** branding that is recognisable and coherent across the region or network of hubs is powerful in increasing the visibility and awareness of hubs.
- **Site selection:** the success of a mobility hub is closely related to its location, with trials and existing hubs proving that mobility hubs are more beneficial in areas with high demand for travel, particularly where there is access to employment, shopping and other needs.
- **Right features in right location:** the services provided at the mobility hub should serve local needs and should be tailored to local users. Demand is also an important consideration. Whilst hubs in more rural locations may not have adequate demand to satisfy the commercial operation of shared micromobility services, services such as EV charging may be better suited.
- **Accessible:** a mobility hub can become a component of the local community; therefore, it is important that they are inclusive and accessible by all types of user. They should promote inclusivity and follow the design standards for disabled people or those with mobility impairments.
- **Monitoring:** there is great potential for mobility hubs and their networks to undergo expansion and development following their first implementation. Therefore, it is vital to monitor the impact the hub has on travel behaviour, demand and wider transport objectives as these insights are extremely valuable in forming an evidence base that can be used in the planning of additional hubs, or future hub development.
- **Knowledge sharing**: As mobility hubs are still an emerging concept, particularly in the UK, there is great value in learning from the successes and failures of other mobility hubs and mobility hub trials in UK and internationally.
- **Supporting policy that provides appropriate incentives:** For a mobility hub to be effective, shared transport, public transport and active modes need to be clearly established at the top of the travel hierarchy, with appropriate supporting incentives to encourage their use. This includes pricing mechanisms that encourage use, as well as making those modes attractive to use, and disincentivising private car use.

Recommended next steps

Actions recommended by consultancy Steer are outlined in Table 15, together with the CA response to the ways in which these might be progressed.

Table 15 – Recommended actions and Combined Authority next steps

ID	Recommended action	CA next steps
Short Term: 0-2 years		
MOB1	Identify opportunities and develop strategies to integrate within existing programmes and schemes, through scoping the existing transport operators.	Opportunities to integrate mobility hub concepts will be explored, particularly at key transport hubs or locations of high travel demand. Additional funding may be required to support additional services and improvements.
MOB2	Identify suitable trial sites to develop WY mobility hub concepts in different settings, including engaging with and securing buy-in from local stakeholders.	Four trial sites currently under development – a further ten included in CRSTS and BSIP funding bids

ID	Recommended action	CA next steps
MOB3	Development of a coherent marketing and branding strategy for the mobility hubs across the region.	A marketing and branding strategy will be developed for mobility hubs, to be linked in with existing public transport branding in West Yorkshire.
MOB4	Develop models for procurement, management and ongoing funding, with acknowledgement of the increased difficulty as mobility hubs involves multiple operators.	Work is underway to develop procurement models for shared transport. Further work will be undertaken in collaboration with partner councils to develop models for mobility hub delivery which can be tested through pilots.
MOB5	Develop monitoring and evaluation strategy, including stakeholder engagement to gain an understanding of lessons learnt and update and improve models for wider roll-out.	A monitoring and evaluations approach for mobility hubs, along with a communication and engagement plan, will be developed and trialled through the pilot schemes.
Medium term: 2-5 years		
MOB7	Undertake a wider rollout of mobility hubs, building a network across the region of larger and smaller hubs depending on the urban density, travel demand and land use type (e.g. residential, employment, high-street). This process should involve continued monitoring and evaluation.	To build on learning from first stage mobility hub trials. Funding for this work still to be identified
MOB8	Develop a knowledge sharing programme for the region, for different hubs to come together and discuss their successes and failures. Lessons learnt should be implemented across the region.	To be developed with partners as mobility hub rollout progresses.
MOB9	Undertake a wider roll out of a regional MaaS programme, involving the integration of all services and technologies provided across the mobility hub network.	To be developed as a deliverable through the MaaS programme. Funding to be identified.
Long term: 5-10 years		
MOB10	Implementation of a cohesive mobility hub network across the region, including rural hubs serving communities that are more isolated and disconnected from public transport.	To be developed with partner councils and stakeholders. Funding to be identified.

Next steps

The actions identified within each of the thematic chapters in this document will all require some funding to progress. Some actions which just require staff time may be resourced within the Combined Authority and other actions which require a level of capital funding may be delivered through an existing funding stream for example LTP, West Yorkshire Connectivity Infrastructure Plan, Connecting Leeds (LPTIP) or Transforming Cities. Where an action requires revenue funding to be committed, there may be an opportunity to deliver at least part of this through business-as-usual activities (for example trials of DDRT services).

There will however be a requirement for additional funding from external sources to progress some of these actions. There are several potential sources for this funding, including:

- making an application to Government – this is already underway through the CRSTS and BSIP funding bids; and
- using some of our devolved funding powers to progress the actions identified in this document.

Almost all of the actions identified will require the buy in and continued involvement of key stakeholders including our partner councils within West Yorkshire. Several key groups will be utilised in order to keep key stakeholders informed – these include the expert groups set up to help create the strategy.

As yet we do not know what the longer-term impacts of the economic recovery from COVID-19 will be – particularly on the ability for public transport services to return to 'normal' service levels over the coming years. There is therefore a level of uncertainty about how quickly some of the actions identified in this strategy can be delivered. The actions identified within this strategy will be reviewed in six months' time and if any changes to the timing or priority level of each action is required it will be made at that time.

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All information correct at time of print (October 21)

West Yorkshire Combined Authority

West Yorkshire Future Mobility Strategy

November 2021

Action Plan

Short Term Actions: 0-2 Years

ID	Recommended action	CA next steps
Digital Demand Responsive Transport (DDRT)		
DRT1	Identify early DDRT scheme priority areas based on WY objectives, feasibility analysis and market engagement	Workplan of DDRT schemes developed and currently seeking funding to progress. The speed with which these can be implemented will depend on the economic recovery from COVID-19, how long social distancing measures remain in place and the longer-term impacts that this has on bus patronage in West Yorkshire.
DRT2	Undertake DDRT trials to explore business models, public acceptance, impacts and ability of services to help meet our goals	DDRT scheme in East Leeds currently in development. Two other locations currently under consideration for funding (funding to be identified).
DRT3	Develop service specification, procurement approach and operating models for DDRT in WY based on outcomes of trials	Future procurement approach to be developed
DRT4	Explore opportunities for DDRT services to support the objectives of the Connectivity infrastructure Plan, Bus Network Review and COVID-19 economic recovery	The Connectivity infrastructure Plan and Bus Network Review explore options for DDRT and work is currently underway to identify the contributions that DDRT could make to the economic recovery from COVID-19.
DRT5	Carry out an audit of tendered and supported services to identity opportunities for DDRT	Some opportunities for DDRT have been identified through the Bus Network Review. At a more detailed level, this assessment will take place as contracts for tendered and supported services are renewed.
DRT6	Develop integrated ticketing options via MCard platform, with the aim of creating a multi-journey and multi-modal ticket offer for DDRT	The development of a Mobility as a Service (MaaS) platform over the coming years may offer integrated DDRT services and other new mobility modes.
DRT7	Work with partner councils, developers and operators to identify opportunities for DDRT to support sustainable travel to new development through planning process	DDRT working group already established and in the process of identifying opportunities for DDRT through S106 and the planning process.
DRT8	Work with operators to ensure low and zero emission vehicles are used for all DDRT services	Low and zero emission vehicle standards to be developed for future DDRT schemes as the market/funding allows. Also dependant on suitability of technology for operating area.
Shared Mobility		

ID	Recommended action	CA next steps
SM1	Undertake shared micromobility feasibility study to determine potential for micromobility, including engagement with industry and stakeholders incorporating the findings from the ongoing national trials.	This study could also identify areas where shared transport could contribute towards the economic recovery from COVID-19 pandemic.
SM2	Identify early shared mobility priorities based on WY objectives, feasibility analysis and market engagement	These priorities will be identified as part of the above study
SM3	Work with partner councils and industry to identify opportunities for regional shared mobility models, including joint procurement and service delivery	The Combined Authority is working with our partner councils to explore joint procurement models for shared transport. Joint contract for WY and York car club already exists and work is underway to increase the number of electric vehicles offered.
SM4	Explore opportunities for shared mobility transport (including micromobility) to support the objectives the Connectivity Infrastructure Plan	Shared mobility considered through Connectivity Infrastructure Plan.
SM5	Undertake shared mobility trials to explore business models, public acceptance, impacts and ability of services to help meet our goals. Initial focus could include partnerships with major employers to test business models / technology in small pilots	Funding for this work still to be identified, but could come from sources such as the City Region Sustainable Transport Settlement.
Mobility as a Service (MaaS)		
MAAS1	If there is an EP in place, what business model becomes relevant for delivering MaaS?	Work to consider options for integration with MCard, providing opportunities to build and develop upon this strong foundation to ensure best outcomes for West Yorkshire.
MAAS2	Specify within EP the data required to facilitate delivery of MaaS. Bus open data set will help inform this.	Further work required to confirm policies on data privacy and transport monitoring requirements.
MAAS3	Based on outcomes of feasibility study, scope the business model and specification for a MaaS platform in consultation with providers and stakeholders to meet wider regional goals and objectives. To include functionality for those without access to technology	Work will follow MAAS1 outcomes to determine optimum approach for West Yorkshire. Phased delivery approach to be considered, including potential use of the “White M-Card" for unbanked users.
MAAS4	Work with Operators and West Yorkshire Ticketing Company (WYTCL) to develop the commercial agreements required to deliver MaaS as required. This will build on any Enhanced Partnership arrangement agreed.	Continue to build on the relationship between the bus operators and WYTCL in order to develop commercial agreements required for MaaS.

ID	Recommended action	CA next steps
MAAS5	Further develop the MCard as a smart ticket in line with the Digital Payment Strategy	Currently prioritising actions for MCard development to help assist COVID-19 economic recovery. Delivering bulk purchase of single tickets, gifting and mobility credits are the priorities over next year.
Connected and Autonomous Vehicles (CAV)		
CAV1	Determine our goals and objectives for CAV within the region and explore the potential for the technology to support our wider regional priorities to set our policy position.	This strategy marks a starting point in the identification of our goals and objectives for CAVs. These will be developed in further detail through the ART Forum Interreg project.
CAV2	Develop partnerships with academic institutions, manufacturers and bus operators to research and test policy objectives for CAVs, assess the potential impacts of technology and adoption scenarios on the transport network in the region and consider future infrastructure requirements to enable CAV development	Policy objectives for CAVs currently being tested through the ART Forum project. A working group with partner councils has been developed to review these objectives. Learning from the ART-Forum project will also help with understanding of future infrastructure needs to enable CAVs. Relationships with operators and manufacturers on CAVs still require some development.
CAV3	Explore opportunities for CAV technology to support the objectives the Connectivity Infrastructure Plan and advanced transit workstream	The Connectivity Infrastructure Plan and advanced transit workstreams are considering CAV technology.
First / Last Mile Freight		
FLMF1	Undertake research to further understanding of current first last mile freight practices and their impacts on West Yorkshire.	Potential funding sources for this research are required, and this work should be considered when bidding for appropriate funding sources..
FLMF2	Explore opportunities to incorporate micro-consolidation facilities and/or collection points for personal deliveries within planned schemes in collaboration with partner councils..	Work already underway to deliver parcel lockers at rail stations in WY in partnership with Northern. Further work needed to consider the role of rail stations in first/last mile freight. Collection points (and micro-consolidation facilities where appropriate) to be explored as part of mobility hub programme. Consider the role of micro-consolidation centres in contributing towards the economic recovery from COVID-19.
FLMF3	Work with partner councils to explore opportunities to develop micro-consolidation and micro-delivery (e.g. eCargo bikes) facilities in new developments through the planning process	A last mile/freight working group will be developed – including representation from partner councils.

ID	Recommended action	CA next steps
FLMF4	Carry out analysis to identify areas with the highest potential for micro-consolidation in the region in partnership with stakeholders	This work to be carried out in partnership with the working group. Consultation with key landowners e.g. shopping centres needed to establish potential level of interest.
Mobility Hubs		
MOB1	Identify opportunities and develop strategies to integrate within existing programmes and schemes, through scoping the existing transport operators.	Opportunities to integrate mobility hub concepts will be explored, particularly at key transport hubs or locations of high travel demand. Additional funding may be required to support additional services and improvements.
MOB2	Identify suitable trial sites to develop WY mobility hub concepts in different settings, including engaging with and securing buy-in from local stakeholders.	A longlist of potential trial sites has been identified and prioritisation and development work is now underway ahead of delivering a range of pilot solutions using City Region Sustainable Transport Settlement funding..
MOB3	Development of a coherent marketing and branding strategy for the mobility hubs across the region.	A marketing and branding strategy will be developed for mobility hubs, to be linked in with existing public transport branding in West Yorkshire.
MOB4	Develop models for procurement, management and ongoing funding, with acknowledgement of the increased difficulty as mobility hubs involves multiple operators.	Work is underway to develop procurement models for shared transport. Further work will be undertaken in collaboration with partner councils to develop models for mobility hub delivery which can be tested through pilots.
MOB5	Develop monitoring and evaluation strategy, including stakeholder engagement to gain an understanding of lessons learnt and update and improve models for wider roll-out.	A monitoring and evaluations approach for mobility hubs, along with a communication and engagement plan, will be developed and trialled through the pilot schemes.
MOB6	Develop models for the physical and digital integration of transport services offered at mobility hubs to support an early MaaS programme, including payment/booking of different modes, potentially within the MCard offer.	To be considered as an early deliverable in MaaS programme.

Medium Term Actions: 2-5 Years

ID	Recommended action	CA next steps
Digital Demand Responsive Transport (DDRT)		
DRT9	Based on analysis of DDRT service outcome trials in region such as the East Leeds trial, identify and develop opportunities to widen DDRT network to support regional priorities, with an emphasis on areas with lower public transport accessibility	There is an ongoing process of identifying opportunities for DDRT schemes that will extend into the medium term and will respond to changing regional priorities.
Shared Mobility		
SM6	Develop models to ensure shared micromobility is available to a wide range of social groups, including those who do not have access to bank accounts / smartphones.	Work currently underway to develop ticketing and payment options for those who do not have access to a bank account – this will include shared mobility modes.
SM7	Develop policy guidance on shared mobility services, including planning guidance for implementation of shared mobility in new developments in partnership with local planning authorities	Work with our partner councils to deliver this. Funding still to be identified to take this work forwards.
SM8	Undertake review of parking policies and charging in collaboration with partner councils to identify opportunities to promote and incentivise shared mobility over private car use	Work with partner councils to deliver this. Funding still to be identified to take this work forwards.
Mobility as a Service (MaaS)		
MAAS6	If early feasibility work of indicates Combined Authority led approach is preferable, develop MaaS platform and supporting ecosystem based on scoped business model and specification using phased delivery model, with functionality for those without access to technology	Funding to be identified for delivery
MAAS7	Ongoing analysis of MaaS data and customer travel patterns to inform future development of MaaS platform as well as develop evidence base to support future transport strategy development and investment decisions	Changes in travel trends as a result of the recovery from COVID-19 will influence future strategy and investment priorities
MAAS8	Analysis of ticketing systems and potential interoperability of ticketing between operators across the region	To be developed in line with Digital Payment Strategy. Funding for this work still to be identified.
Connected and Autonomous Vehicles (CAV)		

ID	Recommended action	CA next steps
CAV4	Investigate opportunities for CAV trials in the region to test adoption scenarios, technology feasibility, and infrastructure and regulation requirements, with an emphasis on shared and public transport CAV technologies	Funding opportunities to enable CAV trials need to be identified. Opportunities and potential locations for trials will be explored through CAV working group with partner councils.
First / Last Mile Freight		
FLMF5	Explore opportunities for a trial micro-consolidation centre in the region based on analysis and market engagement in collaboration with partner councils	This work to be carried out in partnership with the working group.
FLMF6	Develop programme to install collection points for personal deliveries at key transport hubs in region	This will be progressed as part of work on mobility hubs pilot programme and alongside rail strategy.
FLMF7	Develop communication plan to promote sustainable first last mile practices with commercial stakeholders and the wider community	Consultation with working group required to develop a communications plan.
FLMF8	Work with highways authorities and commercial stakeholders to develop guidance on parking/loading bay restrictions (including dynamic kerbside approaches) and micro delivery access design standards to support uptake of sustainable first last mile freight delivery practices	Decision to be made by working group on which of these actions should be prioritised
Mobility Hubs		
MOB7	Undertake a wider rollout of mobility hubs, building a network across the region of larger and smaller hubs depending on the urban density, travel demand and land use type (e.g. residential, employment, high-street). This process should involve continued monitoring and evaluation.	To build on learning from mobility hub trials. Funding for this work still to be identified
MOB8	Develop a knowledge sharing programme for the region, for different hubs to come together and discuss their successes and failures. Lessons learnt should be implemented across the region.	To be developed with partners as mobility hub rollout progresses.
MOB9	Undertake a wider roll out of a regional MaaS programme, involving the integration of all services and technologies provided across the mobility hub network.	To be developed as a deliverable through the MaaS programme. Funding to be identified.

Long Term Actions: 5-10 Years

ID	Recommended action	CA next steps
Mobility as a Service (MaaS)		
MAAS9	Explore opportunities to integrate further transport modes, new mobility service and additional functionality into MaaS platform where appropriate in partnership with stakeholders	Funding for this work still to be identified.
Connected and Autonomous Vehicles (CAV)		
CAV5	Study impacts of growing private CAV adoption on transport network to inform future policy and investment decisions	The results of the ART Forum project will help to identify the impacts of CAV adoption on the transport network.
CAV6	Working with the regional and local planning agencies develop a regional CAVs and connected infrastructure plan	We are working with TfN to understand how a plan for CAV and connected infrastructure might be developed (including an understanding of how the underlying digital infrastructure (fibre/4G/5G) will be used to support the role out across all areas, particularly rural areas of the network.)
First / Last Mile Freight		
FLMF9	Look to expand programme to install collection points for personal deliveries at all transport hubs in region	This will be progressed as part of work on mobility hubs pilot programme and future transport hub upgrade schemes that may develop.
Mobility Hubs		
MOB10	Implementation of a cohesive mobility hub network across the region, including rural hubs serving communities that are more isolated and disconnected from public transport.	To be developed with partner councils and stakeholders. Funding to be identified.

Find out more

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All information correct at time of print (November 21).

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West Yorkshire Combined Authority

Report to:	Transport Committee
Date:	5 November 2021
Subject:	**Rail Strategy Capacity Chapter**
Director:	Liz Hunter, Director of Policy and Development
Author:	Tim Lawrence, Rail Policy Officer

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

1. Purpose of this report

1.1 To provide an update on work currently in progress on the Combined Authority's Rail Strategy, with particular focus on our future requirements for capacity on the rail network.

1.2 To seek the Committee's approval for the proposed approach to endorsement of the Rail Strategy.

2 Information

Background and context

2.1 As reported to the previous meeting of Transport Committee in September 2021 (item 8), work on developing the Rail Strategy is progressing. Using the Rail Vision[1] as the overall framework, development work is being undertaken on a number of analytical commissions to strengthen and complete the evidence base.

2.2 The first such commission currently being worked on is "Capacity". In the sense of the Rail Strategy, capacity includes:

[1] Rail Strategy 'vision' January 2021

- The capacity of the **trains** themselves to carry the passengers forecast to wish to use them in future; as well as

- The capacity of the **network** to accommodate the numbers of trains needed (of the appropriate type and length), including both passenger and freight transport

2.3 With the connectivity needs of our region at the heart of our vision, we have analysed the future capacity requirements of the rail network in the region – considering the need to accommodate:

- Expected growth in rail passenger demand.
- Service enhancements to meet our frequency standards.
- Wider connectivity aspirations designed to increase the role of rail.
- The increased future role of rail freight services.

2.4 Looking out to a longer-term horizon of 2040, we have identified solutions to provide the required capacity – spanning both rolling stock and infrastructure enhancements. To meet expected growth in demand and reduce overcrowding we will need longer trains or more frequent services – an extra 60 carriages by 2024 and a further 70 by 2040.

2.5 We have identified that substantial infrastructure work will be required to support the needs of our region in the medium and longer term – with specific interventions across four broad categories:

- Platform lengthening – to allow longer services to run on routes throughout our region.
- Signalling enhancements – to make better use of heavily-used sections of the network.
- Capacity enhancements – focussed on key junctions and stations across the region.
- Four-tracking of key sections – to enable separation of services at critical bottlenecks.

2.6 We have set out ‘how’ and ‘when’ these critical capacity enhancements should be delivered – a timeline out to 2040 shown as a series of ‘configuration states’ – grouping schemes into delivery packages as we step up through our connectivity and capacity needs. This piece of work is now in a suitable draft format to be commented on and discussed with, Transport Committee. Please see paragraph 2.11 in which a proposition is put forward as to how Transport Committee members can help input into this and other aspects of the strategy development technical work.

2.7 To fully realise our Rail Vison and to realise the necessary capacity across the network, we **need** key pieces of infrastructure (In addition to those we identify as crucial to our local aspirations) to be delivered as part of a single, joined-up plan:

- **HS2 Eastern Leg** – Completion of HS2 Phase 2b east between Leeds and the Midlands. This includes early delivery of the Leeds HS2 station along with a link south to a junction with the existing network.

- **Northern Powerhouse Rail (NPR)** – Delivery of the full NPR network linking Leeds, Bradford, and Manchester – with a new through station in the centre of Bradford to accommodate both NPR and Calder Valley services.
- **Trans-Pennine Route Upgrade (TRU)** – Completion in full by 2026, including electrification between Huddersfield, York, and Selby, and the Garforth touchpoint, to provide additional capacity now to support economic recovery.

- **Leeds Station** – With the station approaching pedestrian capacity, investment is urgently required. We also need to create significant additional capacity on the eastern and western approaches to the station to relieve the current bottleneck.

- **Electrification** – A rolling programme to create an electrified City Region rail network, starting with the Calder Valley line, to decarbonise the railway and the economy, and to open up opportunities to transform connectivity, while also increasing the cost-effectiveness, efficiency and attractiveness of the railway.

- **East Coast Main Line (ECML)** –Continued investment in this vital economic artery – optimising links to London – and which will remain critical after HS2 is delivered.

Impacts of Covid and relationship to other work

2.8 While further work will be needed in future to understand better the long-term impacts of Covid-19, we take the view strongly that the types of interventions identified in the Rail Strategy work are likely to be “futureproofed” and to remain the right answers.

2.9 As well as summarising the technical findings in terms of the types of change that are likely to be needed in order to give effect on the rail network to our vision, the Capacity Chapter and the Rail Strategy as a whole will also highlight the implications of not investing in the railway’s capacity. This also includes showing the relationship with other modes of public and sustainable transport, to demonstrate how rail is a part of the overall solution alongside bus and, in future, mass transit: investing in one is not an alternative to investing in another. Provision of sufficient rail capacity will indeed be a prerequisite to allowing bus and mass transit to fulfil their own true potential as part of an integrated door-to-door transport network. This includes pursuing within the strategy a whole range of access improvements to rail stations.

2.10 As reported at the previous meeting of Transport Committee there are several other chapters and associated technical workstreams being undertaken pursuant to the production of the final strategy:

Chapter
Capacity Needs
Freight Options
Decarbonisation
Connectivity Needs
Expanding the reach
Access and Integration
Major Projects

Transport Committee Consultation and Sign-Off Process

2.11 As noted in the previous meeting (item 8, paragraph 2.19) and through dialogue with the Chair, there is an intention to seek member input to the Strategy through a number of targeted, informal meetings to secure member feedback on “skeleton drafts” of the chapters.

2.12 Officers propose to hold two workshop style events: One in January to discuss in detail the work undertaken to date on the chapters highlighted in the table at paragraph 2.9 and one in March, prior to the publication of the Rail Strategy document in May. It is hoped that this process will allow Members the opportunity to shape the strategy, provide some assurance on the work being undertaken and finally and as far as the second workshop is concerned, to check that the issues they have raised have been addressed in the Strategy. Members will be asked to endorse these proposals under the recommendations section of this report.

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. Providing 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, 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 Equality, diversity and inclusion is central to the development of the Rail Strategy, making sure that the rail network does not directly or indirectly discriminate against any parts of society.

6. Financial Implications

6.1 There are no financial implications directly arising from this report, although the recommendations of the Rail Strategy as regards future investment in rail capacity are intended to help inform decisions in this area, be they investment decisions of the Combined Authority itself or those of other funders of the rail industry.

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 It is important to emphasise that this type of work is always carried out in very close cooperation with our colleagues in Network Rail, who have regarded this commission as being directly complementary to their own work. As such, it is helping to inform the current work in relation to Leeds, as well as Bradford Forster Square and other locations. We are also working with Transport for the North and other partners towards using our evidence as the basis to move towards a common, shared vision for what the future should look like in Leeds and across our region.

9.2 In addition to the two Transport Committee Member workshops proposed, further engagement with Local Authority Officers and Leaders will be undertaken in a similar format to that described in paragraph 2.12.

10. Recommendations

10.1 That Transport Committee note the update on development of the Rail Strategy and in particular the Capacity Chapter.

10.2 That Transport Committee endorse the consultation and signoff process outlined in paragraph 2.12.

11. Background Documents

None.

12. Appendices

None

West Yorkshire Combined Authority

Report to:	Transport Committee
Date:	5 November 2021
Subject:	**Bus Enhanced Partnership**
Director:	Dave Pearson, Director - Transport and Property Services
Author:	Noel Collings, Interim Head of Bus Policy

Is this a key decision?	☐ Yes ☒ No
Is the decision eligible for call-in by Scrutiny?	☒ Yes ☐ No
Does the report contain confidential or exempt information or appendices?	☒ Yes ☐ No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	3
Are there implications for equality and diversity?	☒ Yes ☐ No

1. Purpose of this report

1.1 The purpose of this report is to provide Transport Committee with an overview of activity to develop a Bus Enhanced Partnership for West Yorkshire.

1.2 To gain Transport Committee endorsement for the timescales associated with the development and duration of the EP and West Yorkshire's approach to the development of EP Schemes.

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 As part of this strengthening role the Strategy requires LTAs to commit, among other things, to the development of a Bus Service Improvement Plan (BSIP) by October 2021 and the implementation of a Bus Enhanced Partnership (EP) or be pursuing franchising by April 2022.

2.3 In June 2021 the Combined Authority served notice of its intention to establish an EP with operators to improve local bus services. The notice invited all operators running services in West Yorkshire to participate in the formulation of the EP Plan and its associated Scheme(s).

2.4 The BSIP was submitted to Government on 31 October 2021 following approval by the Combined Authority on 22 October and sets out the CA's ambition for bus, regardless of the delivery model. It identifies a wide range of interventions that will enable the ambition to be achieved, with those that can be delivered over the short-term potentially being delivered by the EP, and those longer-term actions being delivered as part of the wider bus reform process. The Executive Summary for the BSIP is set out at Appendix 1.

2.5 The EP will be the mechanism for the delivery of the early stages of the BSIP. It provides details on the Combined Authority and operators' 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.

2.6 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.

2.7 A statutory EP must be made up of two distinct elements:

- **EP Plan:** the strategic document setting out the vision and objectives for the EP reflecting the ambitions and contents of the BSIP and providing more detail on proposed interventions where appropriate. It would also set out the governance arrangements for the partnership.
- **EP Scheme(s):** linking the commitments around specific interventions that will deliver the EP Plan and identify facilities and/or measures[1] within a defined geography. At least one EP Scheme must be in place at all times in addition to the EP Plan.

EP Timescales

Initial EP Plan and Scheme(s) - Development

2.8 As referenced in 2.2 above the initial EP Plan and at least one EP Scheme need to be in place by April 2022. Prior to it coming into force a number of statutory processes need to have been completed. These are:

- **Operator Objection Period:** statutory 28-day period where bus operators can make a formal objection in writing if they disagree with the content of the EP.
- **Public Consultation:** a minimum of four weeks public consultation on the content of the EP.

[1] Facilities are new or existing physical assets and measures are everything else deemed suitable for inclusion in an EP Scheme.

2.9 To enable the EP to meet the deadline of April 2022 it is proposed that the Operator Objection Period begins no later than 10 December 2021 and Public Consultation runs from 17 January to 13 February 2022.

2.10 Subject to the statutory consultation being completed and no substantial objections being received the final EP will be brought for approval to Transport Committee on 4 March 2022 and the Combined Authority on 17 March 2022.

2.11 Transport Committee are asked to endorse the timescales for the development of the EP, including public consultation.

Initial EP Plan and Scheme(s) – Duration

2.12 The EP will not operate in isolation and must recognise that in parallel activity is taking place to understand the case for bus franchising in West Yorkshire. This process could take up to five years if bus franchising is selected as the preferred approach for bus reform in West Yorkshire.

2.13 Given that the alternative to the EP – bus franchising – is unlikely to be in place before 2027 it is proposed that the initial EP for West Yorkshire covers the period 2022-2027.

2.14 Transport Committee are asked to endorse the suggested duration for the initial EP based on this information.

EP Schemes

2.15 Government guidance suggests the following in terms of EP Schemes:

- LTAs only consider a single Scheme due to time pressures initially.
- There is no limit to Scheme volume or range of content but the focus should be on what can be delivered by the end of March 2022 and are of the highest priority.
- Further Schemes can be added post March 2022.
- Focus on what LTAs can provide through facilities and measures.
- Include current bus spending and memorialise existing infrastructure.

2.16 A two phased approach is proposed to be taken in West Yorkshire for the development of EP Scheme(s):

- **Phase 1:** Initial focus is on one EP Scheme to be in place by April 2022. It will be formed by a series of interventions that already form an existing programme or project and will already have the backing of stakeholders. Taking this approach will minimise the risk of being unable to meet the April 2022 deadline as a result of objections or the need to make fundamental changes.

- **Phase 2:** Post April 2022 the approach will be to bring forward additional EP Schemes. Each new EP Scheme would be subject to the statutory operator objection period and public consultation to provide transparency and accountability.

2.17 The content of the initial EP Scheme will be the subject of stakeholder engagement throughout November 2021. The interventions to be included will be informed by those outlined in the BSIP.

2.18 Transport Committee are asked to endorse the proposed approach to the development of EP Schemes.

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 EP is one of the mechanisms that will deliver bus reform in West Yorkshire, a key area of focus for the West Yorkshire Climate and Environment Plan over the next three years, by putting in place measures that will help transition journeys from the private car to public transport and active travel.

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. An equality impact assessment will be made on the finalised EP.

6. Financial Implications

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

7. Legal Implications

7.1 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.

9. External Consultees

9.1 West Yorkshire local authorities and local bus operators have been consulted on the proposals documented in this report. Their feedback has been taken into account and has shaped proposals where appropriate.

10. Recommendations

10.1 That Transport Committee endorses the approach to developing the Enhanced Partnership as set out in this report including the timescales for public consultation.

11. Background Documents

None

12. Appendices

Exempt Appendix 1 – BSIP Executive Summary

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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West Yorkshire Combined Authority

Report to:	Transport Committee
Date:	5 November 2021
Subject:	**Leeds City Region Transport Update**
Director:	Liz Hunter, Director of Policy and Development
Author:	Richard Crabtree, Rail Development Manager

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

1 Purpose of this report

1.1 To provide Transport Committee with relevant updates on current issues not covered elsewhere on the agenda.

2 Information

Transport for the North meetings

Transport for the North Board

2.1 The Transport for the North (TfN) Board met in Manchester on 29 September 2021, which also served as the Annual Meeting.

2.2 The meeting confirmed Cllr Louise Gittins as the Majority Vice Chair of the Board, and Chair of Board pending recruitment of an Independent Chair later in the municipal year. Cllr Charles Edwards was confirmed as the Minority Vice Chair.

2.3 This meeting considered the following substantive items:

- **Governance report** where members agreed constitutional amendments and governance arrangements. This included establishment of the General Purposed Committee with extended membership to include a non-voting LEP member, changes to allow virtual contributions to meetings (but not virtual voting), and amendments to weighed voting metrics to reflect latest population figures.
- **Recruitment of the Independent Chair** where members agreed the process for recruitment of a new Independent Chair, including amendment of the constitution to allow candidates that have held recent political office to be considered, the role profile and the number of renumerated days and salary. The recruitment process is expected to conclude early in 2022.
- **Comprehensive Spending review** where members considered the submission that TfN had made to the Department in early September. This seeks a continuation of funding for TfN from the Department for Transport (Df) at broadly current levels as part of a multi-year settlement. In addition, TfN has pitched for £2m annual development funding to accelerate development of key rail and highway projects. Officers reported constructive discussion between TfN and other Sub-National Transport Bodies (STBs) and the Department about the future role of STBs. Outcome of the spending review is expected to be announced on 27 October.
- **Strategic Transport Plan development** where members agreed an initial paper setting out proposals to refresh the Strategic Transport Plan (STP). The initial focus will be updating the evidence base alongside an update of the Northern Powerhouse Independent Economic Review due in 2022. The objective set out it to have a revised STP adopted in early 2024, although members suggested these timeframes be accelerated. The revised STP will respond to the new economic evidence, together with the decarbonisation strategy work. Members highlighted the importance of ensuring that the STP dovetails with local transport plans and prioriites, as well as cross-border links beyond the TfN geography.
- **Rail reform response** where members agreed a paper setting out TfN's initial response to the Williams-Shapps White Paper. This identifies 'four pillars' that form the basis of TfN's pitch for its future role in the rail network alongside the proposed Great British Railways (GB Railways). Members agreed minor changes to make clear that TfN is a unified voice for northern authorities and businesses. There was a discussion about ensuring that all members interests are adequately represented via the Rail North Committee grouping arrangements. Engagement with the GB Railways transition team is ongoing, and a joint response on next steps is proposed for the November 2021 Board meeting.

2.4 A link to TfN Board meetings and papers is provided in the **Background Documents** section, which includes access to recordings of the public session of the Board.

2.5 At the time of writing, the publication of the Integrated Rail Plan for the Midlands and the North (IRP) was expected imminently. This will have a significant bearing on TfN's activity, most notably the Northern Powerhouse Rail programme. TfN proposes to convene an informal meeting of the Board to brief members on the implications of the IRP, and to assist in co-ordinating the response.

2.6 The next meeting of the TfN Board is scheduled to take place on 24 November 2022. The response to the Comprehensive Spending Review and contents of the Integrated Rail Plan will be significant considerations for this meeting.

Rail North Committee Strategic Rail Director Consultation Call

2.7 Rail North Committee met informally on 15 September 2021. This meeting considered the following substantive items:

- **Rail Reform Matters** summary which considered a paper setting out the role of TfN as part of the rail reforms. This was subsequently agreed by the TfN Board on 29 September. Members raised some
- **Manchester Services and Infrastructure update** where members were updated on ongoing activity with the Department and Manchester Recovery Task Force. A joint announcement on the timetables and ways is to follow, with detailed timetable consultation for December 2022 expected to follow in late October.
- **Operational update** summary where members were given an update on the operational matters. Timetables remain reliable, but not as reliable as the highs seen where there were fewer passengers, demonstrating the ongoing need to ensure timetables are robust. Passenger numbers are recovering well, especially in leisure markets, but commuter and business travel markets continue to be slower to recover. TransPennine Express and Northern are both running promotions to target these markets. Members expressed concerns that changes to timetables should not be made prematurely, as markets continue be quite changeable.
- **Business Planning** where members considered proposals for ongoing activity in the coming financial year, including the proposed contributions for constituent authorities to the TfN's rail work for 2022/3.

2.8 It was also agreed at this session that more of the Committee's business could be carried out informally online. This will make attendance easier. In-person meetings will be needed where formal decisions are required.

2.9 A link to Rail North Committee meetings and papers is provided in the **Background Documents** section, which includes access to recordings of the public session of the meeting.

City Region Sustainable Transport Settlement Announcement

2.10 The West Yorkshire City Region Sustainable Transport Settlement (CRSTS) submission was made to the Department for Transport in September.

2.11 Government announced the funding awards for each of the eight eligible Mayoral Combined Authorities (MCAs) area that made submissions on 23 October 2021. West Yorkshire has been awarded a total of £830m, from an indicative range of £570m to £920m.

2.12 The Combined Authority is now working to the Government's timetable to finalise the CRSTS programme for delivery in the five-year period from April 2022 to March 2027. DfT has indicated that it requires a Programme Business Case to be submitted and published in the coming months, which will set out the details of the CRSTS programme for delivery. The Programme Business Case will need to set out the prioritised programme to fit into the actual funding award.

2.13 Further details may be published in the Comprehensive Spending Review, which was pending at the time of writing. Any significant announcements will be relayed to the Committee during the meeting.

West Yorkshire Climate and Environment Plan

2.14 The Mayor launched the West Yorkshire Climate and Environment Plan on 22 October. This sets out the plan to deliver a net zero carbon economy by 2038 at the latest.

2.15 The plan will look to improve air quality, protect the environment and create better access to green spaces and nature. The plan builds on the West Yorkshire Combined Authority's ongoing work to tackle the climate emergency which has contributed to an overall 38% reduction in carbon emissions in the Leeds City Region since 2005, compared to 27% nationally.

2.16 Transport has a fundamental role to play in the plan, including delivery of the Connectivity Infrastructure Plan, bus reform, improved active travel opportunities and future rail provision. A link to the plan is provided in **Background Documents**.

Department for Transport Consultation on Key Route Networks

2.17 Further to the update at the last Transport Committee, the Combined Authority submitted a response to the DfT consultation seeking views on the application of Key Route Network (KRN) powers given to Metro Mayors and Combined Authorities, seeking feedback on their effectiveness and any gaps in powers.

2.18 The existing discretionary KRN powers were only recently made available in West Yorkshire as part of the mayoral devolution deal. Further work will be undertaken in partnership with constituent highway authorities to develop an appropriate KRN response. This will enable the interventions identified in the

Combined Authority's Bus Service Improvement Plan and City Region Sustainable Transport Settlement proposals, and to achieve the Mayor's ambitions and priorities in relation to bus reform and delivery of a mass transit system.

2.19 A copy of the submission is included at **Appendix 1**.

Rail updates

Rail Expert Panel

2.20 The Rail Expert Panel hosted by Cllr Groves took place on the 1 October 2020. The meeting was attended by the train operators, Network Rail, TfN alongside Combined Authority officers.

2.21 The meeting was updated on the progress of the Rail Strategy work. The attendees were also asked for their input and feedback on the first chapter which will be published which covers rail network capacity. The group felt that the plans were ambitious and as well as major projects, plans and priorities for the next 5-10 years should also be clearly identified.

2.22 To ensure that equality, diversity and inclusion considerations are fully embedded in the Rail Strategy the group was asked for ideas and best practice which their organisations followed to help further inform the Authority's work.

Manchester Recovery Taskforce

2.23 A joint announcement between DfT and TfN and was made on 12 October 2021 (a link is provided in **Background Documents**). This confirmed the selection of an 'Option B+' as the outcome to the consultation undertaken by the Manchester Recovery Trask Force in early 2021. For West Yorkshire, this should mean more a more reliable timetable from December 2022, but also means that half-hourly services to Manchester Airport will not be restored, with services remaining on an hourly basis. The frequency of trains between West Yorkshire and Manchester is otherwise expected to be restored.

2.24 At the time of writing a consultation on the details of the proposed timetable is expected to be launched by mid November. It was hoped that more frequent calls could be accommodated at Slaithwaite and Marsden as part of these changes. Discussions with TransPennine Express suggest that these cannot be accommodated at present, but TransPennine Express is clear that these remain a priority for future timetable changes in West Yorkshire.

2.25 The announcement on 12 October also confirmed commitment to a joint 'rail map' setting out a process for incremental network investment and timetable improvements around central Manchester to deliver benefits across the North. This will be developed over coming months and respond to the outcomes of the Integrated Rail Plan and Comprehensive Spending Review. This work will continue to be progressed under the auspices of the joint Manchester

Recovery Task Force comprising DfT, Network Rail, operators, TfN and Transport for Greater Manchester.

East Coast Mainline Timetable Changes

2.26 Following the announcement in August that the proposed timetable change in May 2022 has been deferred, discussions are ongoing with operators about the future timetable for the East Coast Main Line, both directly and via TfN.

2.27 LNER has offered reassurances that the two trains each way per day service between Bradford, Shipley and London will continue meanwhile, and the industry is now seeking to retain these services as part of any timetable change. The proposed overall timetable change is now expected for May 2023 at the soonest. LNER has also confirmed that it is preparing to introduce a daily return service between Huddersfield, Dewsbury, and London, which is expected from May 2022 at the latest.

2.28 A further round of consultation on revised proposals for the East Coast Main Line timetable is expected to follow later in 2021.

Integrated Rail Plan

2.29 Following the Oakervee Review of HS2 in February 2020, the government announced its intention to draw up an Integrated Rail Plan (IRP) for the North and the Midlands which will identify the most effective scoping, phasing and sequencing of relevant investments and how to integrate HS2, Northern Powerhouse Rail (NPR), Midlands Engine Rail and other proposed rail investments.

2.30 At the time of writing the IRP had not been published. Subject to its timely publication prior to the Committee meeting, a verbal summary of the headlines and implications of the IRP will be provided at the Committee meeting.

3 Tackling the Climate Emergency Implications

3.1 It is essential that the public transport and walking and cycling networks continues to provide access to employment, training and leisure opportunities across West Yorkshire so that modal shift to public transport and active modes can happen. The important links between tacking the climate emergency are set out in the West Yorkshire Climate and Environment Plan.

3.2 TfN has explicitly identified that it’s update to the Strategic Transport Plan will respond to its Decarbonisation Strategy, which it expects to agree in November 2021.

4 Inclusive Growth Implications

4.1 It is important that the transport network continues to provide access to employment and training opportunities across West Yorkshire, and

opportunities for this continue to be explored as part of the initiatives outlines in this paper.

5 Equality and Diversity Implications

5.1 It is important that the transport network addresses the accessibility needs of all communities across West Yorkshire. Equality and diversity are being addressed as part of individual projects and policies. Discussion at the Rail Expert Panel sought to canvass experience from within the rail industry on successful measures to ensure these objectives are embodied in the Combined Authority's rail strategy work.

5.2 TfN has also identified the need to ensure the needs of all transport users are properly reflected in the update to the Strategic Transport Plan.

6. Financial Implications

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

7. Legal Implications

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

8. Staffing Implications

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

9. External Consultees

9.1 No external consultations have been undertaken.

10. Recommendations

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

11. Background Documents

Agendas, papers and webcasts of meetings of the Transport for the North Board and Rail North Committee are available via this link: https://transportforthenorth.com/about-transport-for-the-north/meetings/ .

'High performing rail timetable announced for Manchester' – joint announcement by DfT and TfN, available via this link: https://transportforthenorth.com/press-release/high-performing-rail-timetable-announced-for-manchester/

The West Yorkshire Climate and Environment Plan 2021-2024 is available via this link: https://www.westyorks-ca.gov.uk/media/7382/west-yorkshire-climate-and-environment-plan.pdf

12. Appendices

Appendix 1 – West Yorkshire response to the Department for Transport Consultation on Key Route Networks.

Department for Transport

Key Route Network Consultation

Devolving more powers and responsibilities for locally important roads to metro mayors and their combined authorities

Thank you for responding to our consultation. Your views will assist with determining the extent of reform needed to create a more consistent and integrated approach to the management of Key Route Networks (KRNs) across England's city regions.

The closing date is 24 September 2021 at 23:45.

Please submit your consultation response to: KRNconsultation@dft.gov.uk

Confidentiality and data protection

This consultation by the Department for Transport (DfT) seeks views on giving metro mayors and their combined authorities greater decision-making powers and accountability for KRNs.

In this consultation we're asking for your name and email, in case we need to ask you follow-up questions about your responses (you do not have to give us this personal information, but if you do provide it, we will use it only for the purpose of asking follow-up questions).

Your consultation response and the processing of personal data that it entails is necessary for the exercise of our functions as a government department. DfT will, under data protection law, be the controller for this information. DfT's privacy policy has more information about your rights in relation to your personal data, how to complain and how to contact the Data Protection Officer.

We will not use your name or other personal details that could identify you when we report the results of the consultation. Any information you provide will be kept securely and destroyed within 3 years of the closing date.

YOUR DETAILS

A. Your (used for contact details only):

name? Vikki Stevenson

email? Vikki.stevenson@westyorks-ca.gov.uk

B. Are you responding as:

☐ an individual?

☒ on behalf of an organisation

C. In what region of the United Kingdom are you based?

☐ North East (England)
☐ North West (England)
☒ Yorkshire and The Humber (England)
☐ East Midlands (England)
☐ West Midlands (England)
☐ East of England
☐ London (England)
☐ South East (England)
☐ South West (England)
☐ Wales
☐ Scotland
☐ Northern Ireland
Outside the United Kingdom at:

ORGANISATION DETAILS

D. Your organisation's:

name?	West Yorkshire Combined Authority
main business or activity?	Mayoral Combined Authority and Local Transport Authority

PROPOSALS

SECTION 1

Providing metro mayors with additional highway management powers

Please refer to sections 2.7 to 2.12 of the consultation document for further detail.

1. Should, in your view, mayors hold highway authority powers for managing KRNs?

☐ Strongly agree

☐ Agree

☒ Neither agree nor disagree

☐ Disagree

☐ Strongly disagree

Your reasons are?

The West Yorkshire Mayor came into post in May 2021 and, as set out in our Devolution Deal, the work on a KRN strategy will commence but it will take time for this strategy to be fully developed and implemented, and the strategic role of the Mayor and the Combined Authority, and what this means for functions and powers, is yet to be fully understood.

There is a strong tradition of partnership working with our five constituent authorities, demonstrated through our successful bidding and delivery of major transport scheme funding programmes such as the West Yorkshire plus Transport Fund, Leeds Public Transport Investment programme and Transforming

Cities Fund. We wish this to continue, and effective management of the Key Route Network, in collaboration with our partners, is an important aspect to ensuring that the journey time and reliability benefits of highway improvement schemes are fully realised.

Management of the Key Route Network will play a fundamental part in ensuring the interventions identified in the Combined Authority's Bus Service Improvement Plan and City Region Transport Settlement are successfully delivered and achieve the Mayor's ambitions and priorities in relation to bus reform and delivery of a mass transit system. However it is premature at this stage to comment on the suitability or need for strengthening of operational powers.

There is likely to be a review of working arrangements and delivery in 12 to 18 months when the Combined Authority and its partners will be in a better position to comment on the appropriateness of highway authority powers for managing KRNs.

2. Which, if any, functions or powers do you think should be transferred to mayors, including those listed in table 1? Please include any powers you think are missing.

The promotion of road safety was not included in the highway powers in the devolution deal. With the Office of the Police and Crime Commissioner becoming part of the West Yorkshire Combined Authority in May 2021, all Police and Crime Commissioner functions are now the responsibility of the Mayor and positive working relationships are being established with the Deputy Mayor for Police and Crime.

The Combined Authority has previously prioritised road safety with Transport Strategy and policies, performance targets and funding programmes but the approach can be expected to be further strengthened with the input of the Police and Crime function. Through collaboration with partner councils, we already address this priority by ensuring the highway infrastructure schemes we design and develop have road safety in mind.

3. With reference to the functions listed in table 1, to what extent, do you think, transferring these functions will allow for effective management of the KRN?

☐ Strongly agree

☐ Agree

☐ Neither agree nor disagree

☐ Disagree

☐ Strongly disagree

Your reasons are?

No response at this current time

4. Please explain what impact these changes could have for the following on the KRN:

- Congestion
- Air quality
- Bus priority
- Cycling/walking infrastructure

SECTION 2

Sole and concurrent highway powers

Please refer to sections 2.13 to 2.17 of the consultation document for further detail.

5. Should, in your view, mayors solely hold any highway powers over the KRN?

☐ Strongly agree

☐ Agree

☐ Neither agree nor disagree

☐ Disagree

☐ Strongly disagree

Your reasons are?

No response at this current time

6. If powers are held concurrently, should, in your view, the exercise of those powers be subject to the:

☐ majority agreement of constituent authorities?

☐ unanimous agreement of constituent authorities?

Why do you think powers should/should not be distributed in this way?

No response at this current time

7. Which, if any, highway powers should mayors hold for all roads in the city region? Please list the powers that should be transferred.

No response at this current time

Please give the reasons why you think mayors should hold these powers.

SECTION 3

Ability to delegate highways powers

Please refer to sections 2.18 to 2.20 of the consultation document for further detail.

8. Which, if any, highway powers do you think should MCAs be able to delegate to local authorities?

No response at this current time

What, in your view, are the benefits and risks?

SECTION 4

Mayors to have powers to direct an LA to deliver schemes

Please refer to section 2.21 to 2.22 of the consultation document for further detail.

9. Should, in your view, mayors have a power of direction on the KRN, or in certain circumstances on other roads?

☐ Strongly agree

☐ Agree

☐ Neither agree nor disagree

☐ Disagree

☐ Strongly disagree

In what circumstances should such a power be used?

No response at this current time

What, in your view, are the benefits and risks of using such a power?

SECTION 5

Power to change responsibility for a KRN route

Please refer to sections 2.23 to 2.26 of the consultation document for further detail.

10. Should, in your view, mayors and local authorities be able to request from the Secretary of State for Transport that a route is added or removed from the KRN?

☐ Strongly agree

☐ Agree

☐ Neither agree nor disagree

☐ Disagree

☐ Strongly disagree

What, in your view, are the benefits and risks?

No response at this current time

ADDITIONAL QUESTIONS

11. What, in your opinion, would the impacts of the above proposals be on:

- affected organisations (including costs, benefits, capabilities, staffing capacity and skill requirements)?

No response at this current time

- road users?

No response at this current time

12. What are the main issues with the way KRNs currently operate in your area?

No response at this current time

13. What other actions beyond our proposals, if any, do you think are required to overcome the issues on the KRN?

No response at this current time

14. Any other comments?

Report to:	Transport Committee
Date:	5 November 2021
Subject:	**Summary of Transport Schemes**
Director:	Melanie Corcoran, Director of Delivery
Author:	Craig Taylor, Head of Portfolio Management and Appraisal

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

1 Purpose of this report

1.1 To inform the Transport Committee of the transport related Combined Authority meeting project approvals from the following:

- 09 September 2021 Combined Authority Meeting
- 22 October 2021 Combined Authority Meeting

2 Information

The following projects were presented at the Combined Authority meeting on 09 September 2021 - Capital Spend and Project Approvals

2.1 The full agenda and papers for the Combined Authority meeting on 09 September 2021 can be found on the Combined Authority website.

Future Approvals

2.2 The Combined Authority approved new Committee arrangements at its meeting on 24 June 2021. Part of those proposals is to disband the West Yorkshire and York Investment Committee (the Investment Committee) and introduce new decision-making thematic committees. Currently, the Investment Committee has delegated decision making authority to approve

schemes after decision point 2 (Strategic Outline Case) of the Assurance Framework. This delegated decision-making authority is now included in the terms of reference for the thematic committees, with the exception of the Transport Committee, which is limited to any scheme within the Integrated Transport Block of the Capital Programme, for which the cumulative total of the financial approval and tolerance threshold is £3,000,000 or under

2.3 Schemes now need to be allocated a thematic committee and therefore it is recommended that: The Combined Authority approves that the schemes in the following funding programmes are allocated to the indicated thematic committee:

- Finance, Resources and Corporate Committee:
  - Corporate Projects.
- Transport Committee (no proposed changes to current delegations due to ongoing review of Transport Committee):
  - Integrated Transport Block, for which the cumulative total of the financial approval and tolerance threshold is £3,000,000 or under.
- Place, Regeneration and Housing Committee:
  - Local Growth Fund: Priority 2 - Skilled People and Better Jobs, Priority 4a - Housing and Regeneration, Priority 4d - Enterprise Zone Development.
  - Brownfield Housing Fund.
  - Land Release Fund & One Public Estate.
  - Getting Building Fund, excluding Business Growth Programme, Holbeck Phase 2 Victorian Terrace Retrofit, Wakefield Warm Homes Fund and Beech Hill Phase 2.
  - Broadband.

  Plus the transport programmes below – until the outcome of the Transport Committee Review is known, when a further review / reallocation will take place:
  - West Yorkshire plus Transport Fund.
  - Leeds Public Transport Investment Programme.
  - Transforming Cities Fund (Tranche 1 and Tranche 2).
  - Integrated Transport Block, for which the cumulative total of the financial approval and tolerance threshold is over £3,000,000.
  - City Connect.
  - Active travel.
  - Ultra-Low Emission Vehicles (ULEV) Taxi Scheme.
  - Clean Bus Technology Fund.
  - Ultra-Low Emissions Bus Scheme.
- Business, Economy and Innovation Committee:

    - Local Growth Fund: Priority 1 – Growing Business.
    - Getting Building Fund - Business Growth Programme.
- Climate, Energy and Environment Committee:
    - Local Growth Fund: Priority 3 - Clean Energy and Economic Resilience, Priority 4c - Economic Resilience Programme.
    - Getting Building Fund - Holbeck Phase 2 Victorian Terrace Retrofit, Wakefield Warm Homes Fund and Beech Hill Phase 2.
- Employment and Skills Committee:
    - Employment and Skills related programmes.
    - The governance and assurance arrangements for administering the adult education and skills functions of the Adult Education Budget. But please note that the AEB is not subject to the assurance process as set out in the Assurance Framework as it has its own governance arrangements.
- Culture, Arts and Creative Industries Committee:
    - British Library North.

York Northern Outer Ring Road

2.4 The scheme will improve five roundabouts on the York Northern Outer Ring Road (YNORR) and bring 7.5 kilometres of the route up to dual carriageway standard. It will also provide an orbital walking and cycling route and improved crossings at intersecting radial routes.

2.5 The scheme is to be funded from the West Yorkshire plus Transport Fund (WY+TF).

2.6 The change request for the York Northern Outer Ring Road was to bring together the roundabout junction upgrade scheme, the dualling scheme and their associated funding allocations into one combined scheme and for development costs to progress the combined scheme to full business case. The change request was approved at the Combined Authority meeting on 09 September 2021.

Department for Transport Capability Fund (Revenue)

2.7 The Department for Transport's Capability Fund (Revenue) allocated to the Combined Authority will promote and enable more people to walk and cycle across West Yorkshire.

2.8 The scheme also includes funding to support the development of the region's Local Cycle and Walking Implementation Plans (LCWIPs) which will set out the programme of future cycling and walking schemes.

2.9 The scheme gained approval to proceed through decision point 4 (full business case) and work commence on activity 5 (delivery) at the Combined Authority meeting on 09 September 2021.

The following projects were presented at the Combined Authority meeting on 22 October 2021 - Capital Spend and Project Approvals

2.10 The full agenda and papers for the Combined Authority meeting on 22 October 2021 can be found on the Combined Authority website.

Active Travel Fund: Local Authority Capital Funding 2021/22

2.11 The Active Travel Fund: Local Authority Capital Funding for 2021/22 programme was developed in partnership with partner councils and the fund will improve walking and cycling infrastructure to better support safe walking and cycling in line with district, regional and national strategies.

2.12 The Active Travel Fund 21/22 will fund a programme of permanent walking and cycling infrastructure delivery across West Yorkshire to enable more people to feel safe and comfortable to walk and cycle more of their journeys.

2.13 The scheme gained approval to proceed through decision point 4 (full business case) and work commence on activity 5 (delivery), subject to a successful funding bid to the Department for Transport at the at the Combined Authority meeting on 22 October 2021.

3 Tackling the Climate Emergency Implications

3.1 Clean growth implications, including climate change, are included in Capital Spending and Project Approvals' reports and are considered at the relevant Combined Authority meeting

4 Inclusive Growth Implications

4.1 Inclusive growth implications are included in Capital Spending and Project Approvals' reports and are considered at the relevant Combined Authority meeting.

5 Equality and Diversity Implications

5.1 Equality Impact Assessments (EQIA) have been undertaken on all projects included in this report as part of their business case development.

6 Financial Implications

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

7 Legal Implications

7.1 The payment of funding to any recipient will be subject to a funding agreement being in place between the Combined Authority and the organisation in question.

8 Staffing Implications

8.1 A combination of Combined Authority and local Partner Council project, programme and portfolio management resources are or are in the process of being identified and costed for within the schemes in this report.

9 External Consultees

9.1 Where applicable scheme promoters have been consulted on the content of this report.

10 Recommendations

10.1 That the report be noted.

11 Background Documents

None

12. Appendices

None.

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