

## **TRANSPORT COMMITTEE**

**MEETING TO BE HELD AT 10.00 AM ON FRIDAY, 16 SEPTEMBER  
2022, IN COMMITTEE ROOM 1, WELLINGTON HOUSE, 40-50  
WELLINGTON STREET, LEEDS**

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### **A G E N D A**

- 1. APOLOGIES FOR ABSENCE**
- 2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS**
- 3. EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE  
PRESS AND PUBLIC**
- 4. MINUTES OF THE MEETING OF THE TRANSPORT  
COMMITTEE HELD ON 1 JULY 2022**  
(Pages 1 - 10)
- 5. GOVERNANCE UPDATE**  
(Pages 11 - 14)
- 6. BUS SERVICE REVENUE FUNDING AND EXPENDITURE**  
(Pages 15 - 20)
- 7. BUS SERVICE IMPROVEMENT PLAN UPDATE**  
(Pages 21 - 26)
- 8. BUS NETWORK PLAN**  
(Pages 27 - 34)
- 9. ACTIVE TRAVEL UPDATE**  
(Pages 35 - 42)
- 10. TRANSPORT POLICY UPDATE**  
(Pages 43 - 68)

**Signed:**

A handwritten signature consisting of the letters 'BAM' in a cursive, slightly stylized font. Below the letters is a single horizontal line that extends to the right, ending in a small arrowhead.

**Chief Executive  
West Yorkshire Combined Authority**



**MINUTES OF THE MEETING OF THE  
TRANSPORT COMMITTEE  
HELD ON FRIDAY, 1 JULY 2022 AT COMMITTEE ROOM 1,  
WELLINGTON HOUSE, LEEDS**

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**Present:**

Councillor Susan Hinchcliffe (Chair)	Bradford Council
Councillor Manisha Roma Kaushik (Deputy Chair)	Kirklees Council
Councillor Peter Carlill (Deputy Chair)	Leeds City Council
Councillor Neil Buckley	Leeds City Council
Councillor Peter Caffrey	Calderdale Council
Councillor Peter Clarke	Bradford Council
Councillor Helen Hayden	Leeds City Council
Councillor Colin Hutchinson	Calderdale Council
Councillor Hassan Khan	Bradford Council
Councillor Matthew McLoughlin	Kirklees Council
Councillor Alex Ross-Shaw	Bradford Council
Councillor Taj Salam	Bradford Council
Councillor Jane Scullion	Calderdale Council
Councillor Kevin Swift	Wakefield Council
Councillor Eleanor Thomson	Leeds City Council
Councillor Izaak Wilson	Leeds City Council
Amir Hussain	LEP

**In attendance:**

Dave Pearson	West Yorkshire Combined Authority
Liz Hunter	West Yorkshire Combined Authority
Craig Taylor	West Yorkshire Combined Authority
Andrew Fitzpatrick	West Yorkshire Combined Authority
Ian Parr	West Yorkshire Combined Authority

**1. Chair's Introduction**

The Chair welcomed all attendees to the meeting, highlighting the changes made to the membership of the Committee, and invited a round of introductions for the benefit of all in attendance.

**2. Apologies for absence**

Apologies for absence were received from Cllr Bolt, Cllr Butt, Cllr Cunningham, Cllr D'Agorne, Cllr Firth, Cllr Jones, and Cllr Morley

**3. Declarations of disclosable pecuniary interests**

Cllr Salam declared an interest in the BSIP Enhanced Partnership Scheme item owing to his employment with First Bus.

**4. Exempt information - possible exclusion of the press and public**

**Resolved:** That in accordance with paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972, the public be excluded from the meeting during consideration of Appendix 6 to Agenda Item 13 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.

**5. Minutes of the meeting of the Transport Committee held on 27 May 2022**

**Resolved:** That the minutes of the meeting of the Transport Committee held on 27 May 2022 be approved and signed by the Chair.

**6. Governance Arrangements**

The Transport Committee considered a report to provide an update on the Bus Service Improvement Plan (BSIP) and the next steps for the West Yorkshire Bus Alliance and the Enhanced Partnership.

Officers explained the BSIP funding for the benefit of new Committee members, which amounts to £70 million of funding over the next three financial years. This funding will be used for improvements across the bus service, and sits alongside other funding streams which are already in place. The costed proposals for how the BSIP funding will be spent has been sent to the Department for Transport, which is expected to respond and provide final approval of the funding in July 2022.

The Chair welcomed the funding given that other authorities had not been successful in their bids, and expressed frustration that the Bus Recovery Grant will be ending in October 2022 which will significantly impact operators. Officers confirmed that it is important to utilise the BSIP funding for improvements and there will be other means to explore to offset the loss of the Recovery Grant.

Members questioned how the transport network will be developed to keep pace with future travel habits. Officers agreed that travel patterns are changing and the routes in service today may not meet the needs of travellers in ten years. Work is ongoing to identify passenger trends and offer services that meet the needs of passengers.

Members highlighted the impact of the Arriva bus strikes on the communities in Wakefield, and questioned how operator compensation is calculated. Officers replied that there is ongoing work to determine the funding amounts

for operators as there are many variables to consider and many means of capturing the necessary data. The eventual outcome will be agreed with operators and legally codified to ensure it is appropriate.

Members raised the need to listen to the voices of the community, and that cheaper, simpler fares is a key factor that would encourage much more bus use particularly among young people.

**Resolved:** That the Transport Committee:

Noted the terms of reference for Transport Committee attached as Appendix 1 to this report, and the role profiles for committee members set out at Appendix 2. 8

Noted the appointments made by the Combined Authority, as set out at paragraphs 2.2 and 2.3.

Established an Active Travel Working Group for the municipal year 2022/23, with the terms of reference and arrangements as set out in Appendix 3 to this report.

Established a Climate, Energy and Environment Working Group for the municipal year 2022/23, with the terms of reference and arrangements as set out in Appendix 4 to this report.

## **7. BSIP Enhanced Partnership Scheme**

**Resolved:** That the Transport Committee:

Noted the update on the Bus Service Improvement Plan.

Endorsed a recommendation to the Combined Authority making of an Enhanced Partnership Scheme to enable delivery of the Bus Service Improvement Plan

## **8. Bus Network Sustainability**

Members considered a report to update them on the progress of the Bus Network Sustainability Review, and to seek the Committee's endorsement of a pro forma return to the Department for Transport detailing the position regarding the Review.

Officers explained that over the course of the pandemic, bus use fell across all regions of West Yorkshire and has not recovered to pre-pandemic levels, resulting in lower revenues. Operators were supported by central grant and local government grants based on the number of passengers pre-pandemic, but the Government provided notice in March 2022 to end funding in October 2022. A condition of the bus grant was to carry out a joint review of the financial sustainability of buses to identify ways to increase passenger levels.

There is a chance that operators will reduce services as some have been in Wakefield and Kirklees. There will be smaller scale service changes and all bus operators have reduced service frequencies due to driver shortage. Some routes may be cut if they are deemed to be unviable, but there are legal processes operators have to follow if they are to be discontinued. The Combined Authority has supported operators with buses and training for new drivers to cover shortages and has encouraged operators to be patient while new schemes to attract passengers are introduced.

Members raised concerns regarding the reduction of services, and voiced the need to work closely with operators to strengthen relationships with communities and identify more ways to encourage passengers to use buses. Members suggested further avenues of funding such as links with local and national businesses.

**Resolved:** That the Transport Committee:

Noted the current position with the Bus Network Sustainability Review and endorses the submission of an update to the Department for Transport on the Bus Network Sustainability Review.

Endorsed the approach to develop a Bus Network Development Plan.

## **9. Signoff of the State of the Region Transport Theme Indicators**

Members considered a report to seek the committee's approval for headline indicators related to transport to be included in the second iteration of the West Yorkshire State of the Region report to be published later this year. Officers explained that the Combined Authority will be publishing second iteration of the State of the Region report, the first of which was published in September 2021.

Members raised concerns that the indicators don't specify carbon reduction or clean air measures. Officers responded that the indicators are cross-cutting and cover many aspects, there is a longer list of indicators which does include air quality and carbon emissions, as was included in the 2021 report.

**Resolved:** That the Committee reviewed the proposed indicators with a view to approving them and / or amending them or suggesting additional indicators.

## **10. Passenger Experience Update Report**

The Committee considered a report which provided a quarterly update on the performance of the transport network in West Yorkshire, including an update of the Combined Authority's passenger-facing activity.

Members raised concerns caused by the Arriva bus strikes in Wakefield, as well as reductions in other bus and rail services as a result of driver shortages. A representative for TransPennine Express informed the Committee that absence due to positive Covid-19 tests remain high, but

there are other factors including mental health and other illnesses which prevent drivers from working. More help for staff is being implemented to reduce current issues and prevent future absences as much as is possible.

**Resolved:** That the Committee noted the updates provided on the Passenger Experience in West Yorkshire provided in this report.

#### **11. Transport Policy Update**

Transport Committee members were provided with an update on relevant transport policy developments. Members asked how more information regarding cycling and walking can be accessed, as well as more information on schemes that are being funded.

Members noted that there are more considerations to be made for active travel, for example maintaining existing pathways that are prone to becoming overgrown, thereby restricting access.

**Resolved:** That the Committee noted the updates provided in this report.

#### **12. Introduction to the Assurance Framework**

Members were provided with an introduction to the Combined Authority Assurance Framework.

**Resolved:** That the Transport Committee noted the Introduction to the Assurance Framework presentation.

#### **13. Capital Spending and Project Approvals**

Transport Committee members were presented with five schemes for approval to continue through the Assurance Process.

##### Corridor Improvement Programme – A638 Wakefield/Doncaster Road

Officers summarised the scheme as presented in the report.

Transport Committee members voted to approve the scheme.

##### Leeds City Centre Cycle Connectivity

Officers summarised the scheme as presented in the report, and notified the Committee Members of an alteration on page 132 of the pack which should read that the phase 2 decision in January 2023 is delegated to the Managing Director

Members raised concerns about the limited data in the report to suggest why the scheme should go ahead. Officers responded that the scheme has economic merits as well as benefits to passengers, and data has been taken from previous similar schemes to justify its worth.

Members questioned if the cost of the scheme includes possible overspend, as well as the perceived high cost compared to other schemes. Officers responded that there is a standard overspend budget that is applied to all projects, and that scheme costs are dependent upon the location.

Transport Committee members voted to approve the scheme.

#### Leeds Station Sustainable Travel Gateway

Officers summarised the scheme as presented in the report.

Officers explained that despite a relatively low value for money figure, the scheme will deliver large benefits to pedestrians and active travel, which doesn't factor as heavily into Department for Transport appraisal guidance. The scheme includes a dedicated privately-operated cycle storage facility which will encourage more active travel into the city.

Members questioned if the ownership of the land will change as a part of the scheme, officers replied that the land has always been owned by Network Rail.

Transport Committee members voted to approve the scheme.

#### Zero emission bus phase 1

Officers summarised the scheme as presented in the report.

Members questioned what would happen to older buses following the introduction of zero emission buses. Officers responded there are agreements with operators that buses will align with euro 6 standards. It is not known how buses will be upgraded or redeployed on a case-by-case basis but there will be no net reduction in compliance.

Members queried if bus depots are also meeting standards to reduce their carbon emissions. Officers responded that depots are not currently equipped to charge all buses and will require more space. The issues has been acknowledged and future proposals include developments to depots to provide more electric vehicle compatibility.

Members questioned the disparity between the number of buses for Leeds compared with the other West Yorkshire districts. Officers responded that more buses will be made available for other districts, and this is only the initial phase of a much larger project.

Transport Committee members voted to approve the scheme

#### **Resolved:**

With respect to the Corridor Improvement Programme – Wakefield A638 Doncaster Road, the Transport Committee approved that:

- (i) The A638 Doncaster Road Wakefield scheme proceeds through decision



point 3 (outline business case) and work commences on activity 4 (full business case)

(ii) An indicative approval to the Combined Authority's contribution of £6,300,000. The total scheme value is £6,794,000.

(iii) Development costs of £1,090,000 are approved in order to progress the scheme to decision point 4 (full business case), taking the total scheme approval to £1,650,000.

(iv) The Combined Authority enters into an addendum to the existing funding agreement with Wakefield Council for expenditure of up to £1,650,000.

(v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

With respect to the Leeds City Centre Cycle Connectivity, the Transport Committee approved that:

(i) The Leeds City Centre Cycle Connectivity Scheme (phase one) progresses through decision point 5 (full business case) and work commences on activity 5 (delivery)

(ii) An indicative approval to the Combined Authority's contribution of £7,262,173. The total scheme value (Phase 1 and 2) is £7,262,173.

(iii) Approval to the Combined Authority's contribution of £3,769,199 is given, taking the total scheme approval to £5,004,199.

(iv) The Combined Authority enters a variation to the existing funding agreement with Leeds City Council for expenditure of up to £4,862,819.

(v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

With respect to the TCF – Leeds Station Sustainable Travel Gateway, The Transport Committee, subject to the conditions set by the Programme Appraisal Team, approved:

(i) The TCF Leeds Station Sustainable Travel Gateway scheme proceeds through decision point 4 (FBC) and work commences on activity 5 (Delivery).

(ii) Approval to the Combined Authority contribution of £25,673,833 is given, taking the total scheme approval to £36,009,872. The total scheme value is £36,009,872.

(iii) The Combined Authority enters into a variation to the existing funding agreement with Leeds City Council for expenditure of up to £36,009,872.

(iv) Future approvals are made in accordance with the assurance pathway

and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

#### Conditions

That Leeds City Council provides an Approval to Proceed report to the Combined Authority's Programme Appraisal Team (PAT) to include discharge of the conditions outlined in the PAT Appraisal Report.

With respect to Zero Emissions Bus Regional Area (Phase 1), the Transport Committee approved that, subject to the conditions set by PAT:

(i) The Zero Emission Bus Regional Area (Phase 1) project proceeds through decision point 4 (full business case) and work commences on Activity 5 (delivery).

(ii) Approval to the Combined Authority's contribution of £24,565,171. The total scheme value is £56,161,738.

(iii) The Combined Authority enters into funding agreements with the three bus operators for the sums included in exempt Appendix 6 for expenditure of up to of £24,565,171.

(iv) That future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

#### Conditions

The following conditions have been set by PAT to gain Approval to Proceed to Delivery:

(i) The Combined Authority's Project Manager will have been appointed.

(ii) A Benefits Realisation Plan is produced.

(iii) The ZEB Programme Board is formed including the Project Managers from each Bus Operating Company.

With respect to the Active Travel Fund: Local Authority Capital Funding, the Transport Committee approved that:

(i) The change request to extend the scheme delivery timescales from March 2023 to March 2024 and to change the scope of the programme from 13 schemes to five due to a reduction in funding available from the Department for Transport to £6,931,250.

(ii) An indicative approval to the Combined Authority's contribution of £6,931,250. The total scheme value is £6,931,250.

(iii) Approval to the Combined Authority's contribution of £2,146,250, allocated between the Combined Authority and the West Yorkshire partners as set out below. The total scheme value is £6,931,250:

- o Bradford – Active Travel Neighbourhoods £525,000
- o Calderdale – Active Travel Neighbourhoods £475,000
- o West Yorkshire – School Streets Programme £350,000
- o Bradford – Darley Street (Bradford City Centre) £600,000
- o Combined Authority programme costs £196,250

(iv) The Combined Authority enters into funding agreements with the Local Authority partners for the four schemes as set out above for current expenditure of up to £1,950,000 in total.

(v) Future approvals are made in accordance with the assurance pathway and approval routes outlined in this report. This will be subject to the schemes remaining within the tolerances outlined in this report.

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**Report to:** Transport Committee

**Date:** 16 September 2022

**Subject:** **Governance Update**

**Director:** Angela Taylor, Director, Corporate and Commercial Services

**Author:** Richard Crabtree, Rail Development Manager

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

## 1. Purpose of this report

- 1.1 To update Transport Committee on member roles and transport engagement matters for the 2022/23 municipal year.
- 1.2 Other Governance arrangements for the Transport Committee were set out in the paper considered by Transport Committee at Item 6 on 1 July (see **Background Documents**). That paper included the role profiles for all Transport Committee members, including the Deputy Chairs and Transport Engagement Leads.

## 2. Information

### Role and duties of the Deputy Chairs

- 2.1 The agreed role profile identifies that on an annual basis the thematic role for each Deputy Chair will be agreed, and the duties and responsibilities set out in the role profile will be shared, with the objective of securing a balanced and manageable workload for each.

2.2 The thematic split of roles for the 2022/23 municipal year have been agreed as follows:

<b>Deputy Chair</b>	<b>Thematic roles</b>
Cllr Peter Carlill	Active Travel Buses Decarbonisation
Cllr Manisha Kaushik	Mass Transit Rail Transport capital programmes

2.3 As set out in the role profile, each Deputy Chair will support the Mayor and Chair of Transport Committee on these thematic areas. This will include attending / leading relevant industry engagement groups, member working groups and forums as appropriate. It is recognised that there needs to be good integration and alignment between these thematic areas and so it is expected that each Deputy may attend meetings on, and be party to, the work across all the themes, including Local Transport Plan development.

2.4 At its meeting on 9 September 2022, the Combined Authority is expected to confirm the following appointments for Cllrs Carlill and Kaushik:

**TfN Scrutiny Committee**

Representative: Councillor Manisha Kaushik  
Substitute: Councillor Peter Carlill

**Consortium of East Coast Main Line Authorities**

Representative: Councillor Manisha Kaushik

**Role and activities of the Transport Engagement Leads**

2.5 Members will be aware of the new role of Transport Engagement Lead, one per Council area. The purpose of these roles is to act as engagement lead on local transport matters for each council area, to help secure engagement in the Combined Authority’s transport activity. Alongside the respective transport related Portfolio Holder, the Transport Engagement Leads will help to facilitate effective joint working between the Combined Authority and its Council partners.

2.6 The Transport Engagement Leads will also assist the Deputy Chairs and Chair of Transport Committee to maintain a good working knowledge of local transport matters across West Yorkshire.

2.7 Central to the role of the Transport Engagement Leads is to lead open Local Transport Forums for their respective council area. The Local Transport Forums will be open public sessions. They will provide an opportunity for:

- Updates to be provided on the Combined Authority’s transport activity, policies and programmes, together with those of council partners.

- A forum for local in-person engagement in new policies and proposals (e.g. local transport plan, mass transit development, local transport scheme development).
  - An opportunity for the public and local interested parties to raise specific transport-related matters to the attention of Transport Committee.
- 2.8 Two Local Transport Forums will be held per council area per year. The main points and issues raised at the Local Transport Forums will be reported back to Transport Committee.
- 2.9 The Local Transport Forums will not be formally constituted committees and other than being led by the Transport Engagement Lead, will not have a formal membership. Transport Committee Deputy Chairs will be invited, together with the relevant transport-related Portfolio Holder, and local members of the Transport / Infrastructure Scrutiny Committee. Officers from the Combined Authority will present at the Local Transport Forums, alongside transport officers from the respective council.
- 2.10 The Local Transport Forums are just one way in which the Combined Authority engages in its transport activity. There is no expectation that the Forums are a stand-alone consultation mechanism.
- 2.11 Arrangements are being put in place to hold the first round of Local Transport Forums before the end of the calendar year. Dates and times will be publicised once agreed with the Transport Engagement Leads and in consultation with officers from each council.

### **3. Tackling the Climate Emergency Implications**

- 3.1 An important role of the Transport Engagement Leads and the Local Transport Forums is to help ensure transport policies and initiatives are responding to the needs and the issues facing the local area in a sustainable way.

### **4. Inclusive Growth Implications**

- 4.1 An important role of the Transport Engagement Leads and the Local Transport Forums is to help ensure transport policies and initiatives are responding to the needs and issues facing localities across West Yorkshire.

### **5. Equality and Diversity Implications**

- 5.1 The Local Transport Forums will provide an in-person opportunity to make representations to Transport Committee members about transport matters, in addition to the other ways that the Authority engages.

### **6. Financial Implications**

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

**7. Legal Implications**

7.1 There are no legal implications arising directly 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 thematic roles of the Deputy Chairs set out in paragraph 2.2.

10.2 That the Committee notes the arrangements to be put in place to support the role of the Transport Engagement Leads including proposals for Local Transport Forums set out in paragraphs 2.4 to 2.11.

**11. Background Documents**

*Governance Arrangements*, Item 6, Transport Committee, 1 July 2022.  
Available [here](#).

**12. Appendices**

None





**Report to:** Transport Committee

**Date:** 16 September 2022

**Subject:** **Bus Service Revenue Funding and Expenditure**

**Director:** Dave Pearson, Director Transport & Property Services

**Author:** Edwin Swaris, Head of Mobility Services

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

## 1. Purpose of this Report

- 1.1 A report to the September meeting of the Combined Authority set out some of the specific financial pressures impacting on spend on bus services. This report updates the meeting on this and the actions taken to address additional costs emerging from the situation.

## 2. Information

### Bus Service Expenditure

- 2.1 A report to the 22 July Combined Authority meeting revised the forecast expenditure and approved the transfer of £2.1m from the concessionary fare budget to accommodate increased spend arising from;
- inflationary adjustment of contracts together with re procurement of contracts have resulted in increased costs of 8-10%
  - as reported to Transport Committee, it was necessary to commission several services in response to the withdrawal of commercial services.
- 2.2 CT Plus Yorkshire CIC ceased trading on 5 August 2022. This company provided AccessBus, socially necessary bus services and school bus services under contract with the Combined Authority. These contracts represented over

20% of the CA's tendered bus service expenditure. Immediate action was taken to safeguard public services as follows;

- AccessBus (£2.6m pa)- arrangements were made to amend the contract with TLC Travel Ltd which provides the AccessBus service in Bradford, Calderdale and Kirklees to include the service in Leeds and Wakefield previously provided by CT Plus. Whilst there was some disruption to services in the weeks following CT Plus' closure, this has enabled services to the vulnerable people who rely on this service to be maintained. Both contracts were due to expire later in 2022 and the TLC Travel Contract has been extended until 2024. AccessBus vehicles are owned by the CA and have transferred with the contract. The additional cost of AccessBus for the remainder of 2022/23 is £200k.
- School Buses (£3.4m pa) – CT Plus provided 41 school bus services. Arrangements have been made with other bus operators to provide these services for the start of the financial year. All but 6 contracts have been secured at current prices. The additional net cost to meet these in 2022/23 is £65k (£100k pa) .
- Socially Necessary Bus Services (£1.15m pa) – four routes in Leeds and eight routes in Kirklees ceased operation on 5 August. It was possible to transfer an NHS funded contract for a service between Pontefract, Wakefield and Dewsbury hospitals to Arriva. Tenders were invited to provide the remaining twelve services however no bids were received. The current uncertainty around funding and ongoing driver shortages were a factor. A tender process has been re-opened. Bus tenders are averaging a 15% increase in previous prices and it is anticipated that reinstating these services will require a further £140k in 2022/23.
- Arrangements were made with the administrator to offset CA costs arising from the business failure against funds owed by the CA to the company in respect of outstanding contracts and concessionary payments.
- The additional cost to the CA in 2022/23 arising from the business failure of CT Plus is currently estimated at £440k.

2.3 In addition to the impact of the CT Plus closure, school transport arrangements for the new academic year have now been finalised. Both First and Arriva have notified the withdrawal of several school services which were operating on a commercial basis necessitating their operation under contract. Furthermore, recharges to the respective Councils for the coming year have been agreed. The balance of services which are not supporting statutorily eligible pupils has changed reducing the contributions from Councils and adding to CA costs. This has identified further cost growth of £430k not included in the forecast reported to the previous meeting.

2.4 The terms of several tendered bus service contracts have been extended at a rate in line with inflation as a more favourable approach than re tendering at an additional cost of £31k.

2.5 The additional costs emerging since the previous meeting can be summarised as follows

		22/23 additional cost £k	Full year impact £k
Costs arising from CT Plus closure	AccessBus	200	400
	School buses	100	£150
	Bus Services	£140	280
Additional costs from schools		521	650
Additional costs – bus services		31	35
Totals		992	1515

- 2.6 A further virement of £992k from the concessionary fare budget to meet the additional costs incurred is being sought from the Combined Authority at its meeting on 9 September.

#### Concessionary Fare Expenditure

- 2.7 The Combined Authority funds the ENCTS free bus pass scheme for older people and adults with disabilities together with reduced bus fares for under 19s. Whilst under 19 patronage has almost returned to pre pandemic rates, use of the free pass is currently around 65% of pre pandemic rates. Under the Covid funding arrangements, the CA has been reimbursing at pre pandemic rates less an adjustment for reduced mileage operated.
- 2.8 There is currently an underspend in this budget area. As reported to Finance Resources, and Corporate Committee on 12 July 2022, the 21/22 budget outturn was £4.2m less than budget and it is forecast that this budget will underspend by £5.9m in 22/23. These provides scope to offset cost growth in bus service expenditure against underspend on concessions. This enabled the virement of £2.1m approved at the previous meeting and a further proposed virement of £992k can be funded in this way.

#### Anticipated Cost Pressures In The Remainder Of The Year

- 2.9 Since April 2020, Government has issued emergency funding to bus operators and Local Transport Authorities and continued to pay Bus Services Operators Grant (BSOG) at pre-pandemic rates. It requested that Local Transport Authorities (LTAs) continue to make concessionary fare and tendered service payments to operators at pre-pandemic rates. On 19 August 2022, Government announced that this funding will continue until end March 2023. The CA was awarded £2,029,088 for the period 6 April to 4 October and a similar sum is anticipated for the remainder of the year.
- 2.10 Whilst the extension of funding has averted significant service withdrawals, current patronage and increased operating costs mean this around 11% of the bus network is currently not financially viable and steps to recover this position will be needed when the funding ends. As reported to Transport Committee, a

full review of the bus network is in progress which will define an aspirational bus network, the steps towards this and the deployment of the bus network elements of the BSIP. A plan for the services which were at risk of withdrawal will need to be considered in this process.

- 2.11 Options to extend current bus service contracts have been taken over the pandemic due to the financial uncertainties which remain. Following the network review, it is intended to undertake an extensive procurement exercise in 2024 for contracts currently valued at c£5m pa. This will necessitate a further extension of contract term and index linked uplift in contract values. In addition several operators have suggested that they may need to give notice on contracts unless an inflation index uplift can be provided. There is therefore a risk of further cost growth in the current financial year beyond that proposed in 2.6 and a request for a further virement or other action.
- 2.12 Prior to CT Plus closure, around 45% of spend on school and local bus services is with small/ medium sized businesses who are particularly vulnerable to current economic challenges. The risk of business failure in this sector remains with consequential cost risks for the CA.
- 2.13 Taking into consideration the issues set out in this paper, expenditure on bus services in 2022/23 is currently expected to outturn at around £3.5m more than the budget set. Use of the ENCTS free bus pass is expected to grow back to pre pandemic rates during 2023/24 and the opportunity to offset the increased bus service costs against reduced spend on concessions is not likely to be available in 2023/24. There is also a risk that bus operators seek a review of the ENCTS model to reflect their increasing costs.
- 2.14 The cost of maintaining current tendered bus service levels into the forthcoming year would therefore require additional funding to be met from the Transport Levy or for a review of the support provided to determine what is affordable. The Transport Levy has been reduced or frozen for a number of years in cash terms and hence has fallen significantly taking inflation into account but it is recognised that the local authority partners who fund the levy are facing significant financial pressures also. This will be further explored during the budget negotiations over the autumn
- 2.15 Finance, Resources and Corporate Committee on 12 July 2022 approved that £2 million is transferred to an earmarked reserve for public transport support in 2022/23 and beyond in response to the current volatility in the bus sector. In the event that significant further risks to service delivery emerge, it may become necessary to utilise some of this reserve to mitigate the worst effects.

### **3. Tackling the Climate Emergency Implications**

- 3.1 A key aim of the bus network is to enable people to travel by sustainable modes in order to tackle the climate emergency.

### **4. Inclusive Growth Implications**

- 4.1 The BSIP Bus Network Development Plan will seek to protect services to communities, particularly those area of high deprivation, in order to support the region's inclusive growth ambitions.

## **5. Equality and Diversity Implications**

- 5.1 Supporting Equality and Diversity through ensuring the bus service is attractive, inclusive and accessible for all is a key aim of the West Yorkshire Bus Service Improvement Plan.
- 5.2 An Equality Impact Assessment will be undertaken for any actions by the Combined Authority which have a significant impact on service provision.

## **6. Financial Implications**

- 6.1 This report currently presents a forecast overspend on bus services and underspend in concessions and identifies how this budget area will continue to be under pressure due to external factors. Regular updates on expenditure to the Finance, Resources and Corporate Committee and periodically to this meeting.

## **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 The issues addressed in this report have involved the detailed input and engagement of bus operators.

## **10. Recommendations**

- 10.1 That Transport Committee notes the current position with bus service and concessionary fare spending and the actions being taken to mitigate the current budgetary position.

## **11. Background Documents**

There are no background documents referenced in this report.

## **12. Appendices**

None

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**Report to:** Transport Committee

**Date:** 16 September 2022

**Subject:** **Bus Service Improvement Plan Update**

**Director:** Dave Pearson, Director, Transport & Property Services

**Author(s):** Helen Ellerton, Interim Head of Transport Policy

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

## 1. Purpose of this report

- 1.1 To provide Transport Committee with an update on the Department for Transport funding for the Bus Service Improvement Plan.
- 1.2 That the Transport Committee discuss the delivery of a trial of the Mayor's Fare proposal, which is set out as part of the Bus Service Improvement Plan.
- 1.3 That the Transport Committee accept the delegation of authority from the Combined Authority to approve the Bus Service Improvement Plan in accordance with the Assurance Framework, so that delivery can commence in line with the tight delivery timeframes.

## 2. Information

### Background

- 2.1 The Combined Authority submitted its Bus Service Improvement Plan to the Department for Transport (DfT) in October 2021. The development of the Bus Service Improvement Plan, which sets out our ambitious vision and plan for improving local bus services, was a requirement of the 'Bus Back Better: The National Bus Strategy for England' (2021).

- 2.2 The West Yorkshire Bus Service Improvement Plan set out a plan of interventions across five key delivery areas, which work towards:
- **An enhanced, fully inclusive and more cohesive bus network** – which takes people where they need to go, when they need to go.
  - **Clear and simple fares** – to make paying for bus travel more affordable, easier, convenient and flexible.
  - **Improved, more inclusive customer service and support** – so passengers have the tools to travel with confidence and help they need if their journey does not go to plan.
  - **Priority for buses on our road** – so journeys by bus are quicker, with less time spent stuck in traffic, and are a viable alternative to the private car.
  - **More green and better vehicles** – to improve the onboard experience and make bus the sustainable choice for travel in West Yorkshire.

#### Indicative Bus Service Improvement Plan funding award

- 2.3 In April 2022 the Combined Authority was advised that it had successfully been awarded an indicative settlement of £69,974,070 revenue funding over three financial years (2022/23, 2023/24, 2024/25) to support delivery.
- 2.4 As per DfT guidance, the Combined Authority proposed to prioritise this funding to subsidise fares (driving down the cost of single journey and day tickets / the ‘daily cap’) and invest in new routes and enhanced services, radically improving the local bus network and delivering significant improvements for local passengers.
- 2.5 Other prioritised investments included improvements to network travel information, shared training for all customer facing staff, initiatives to support safer travel, and marketing and communications to promote and maximise the benefits / passenger uptake of these Bus Service Improvement Plan interventions.
- 2.6 On the 8<sup>th</sup> August 2022 the Combined Authority received a letter setting out that the £69,974,070 of funding was confirmed subject to a successful statutory consultation on the Bus Service Improvement Plan Enhanced Partnership scheme, which is due to conclude in October 2022. The Combined Authority approved the Enhanced Partnership scheme for consultation at its meeting in July 2022.

#### The Mayor’s Fares Proposal

- 2.7 As part of the Bus Service Improvement Plan the Combined Authority set out a proposal to reduce the daily cap on the MCard ticket to £4.50 from £5.50 and setting the maximum single day fare to £2. The CA meeting on 22 July resolved that “arrangements to implement the cheaper fares proposal proceed in consultation with the Mayor and Chair of Transport Committee be agreed.”



- 2.8 The “Mayor’s Fares” were launched on the 4<sup>th</sup> September 2022. Given the current “cost of living crisis”, the Mayor felt that it was important that individuals and families obtained the benefit of this as soon as practically possible. Also, the start of the academic year is an opportune time to promote new fares as many people review and change travel habits at this time.
- 2.9 Whilst the DfT letter provides sufficient confidence to proceed, the grant award and first year payment will not be issued until the Enhanced Partnership has passed through its due process and is in place. This will be late September/ early October. To facilitate an earlier start for the fares initiative, it is proposed that the CA funds payments to operators between September and November (3 months) from within current revenue budgets until such time as BSIP funding is available. The cost of the first three months of the scheme is estimated at £3m. In the event of any circumstance whereby the BSIP funding does not become available, then the Combined Authority would need to consider whether to terminate or continue the initiative.
- 2.10 Arrangements have been made with bus operators to facilitate the practical steps to implement the new fares and to agree the methodology by which they would be reimbursed from the BSIP funding award. These arrangements will involve making provisional payments in the first three months which are then reviewed for the remainder of the first year. Reimbursement arrangements for the second and subsequent years will be made following a full analysis of the costs and additional revenues generated in year 1.

#### Bus Service Improvement Plan Approval

- 2.11 The Bus Service Improvement Plan will be fully assured through the Assurance Framework. It gained decision point 1 (strategic assessment) approval in January 2022 and the strategic outline case (decision point 2) is currently being appraised and will be reported to the Transport Committee at their 14 October meeting. Delegated authority for approval of the strategic outline case from the Combined Authority to the Transport Committee is requested due to expediency of delivery.
- 2.12 The “Mayor’s Fares” will proceed ahead of decision point 2 of the Assurance Framework on a trial basis, due to the late confirmation from government of the Bus Service Improvement Plan funding and for the reasons as explained above. This also has the added benefit of allowing the “Mayor’s Fares” to be reviewed and adjusted as we assure it.
- 2.13 The funding forecast for “Mayors Fares” assumes that the initiative will generate additional travel and revenues which reduce spend in the second and subsequent years. If this does not materialise, there is a risk that the funding available may not be sufficient for the full three years. A benefit of the trial is that the data from the first three months will enable a more accurate picture

- 2.14 Subject to the Combined Authority meeting on the 9<sup>th</sup> September 2022, delegated authority is to be provided for approval of the strategic outline case to the Transport Committee.
- 2.15 The Bus Service Improvement Plan includes provision for investment in bus service improvements. It is intended that Transport Committee will consider proposals in this regard in November with the network improvements being introduced early in 2023.

### **3. Tackling the Climate Emergency Implications**

- 3.1 A key aim of the West Yorkshire Bus Service Improvement Plan is to support the decarbonisation of the local bus network, including delivery of a carbon-zero bus fleet by 2036, as well as encourage more travel by bus and other sustainable modes in order to tackle the climate emergency.

### **4. Inclusive Growth Implications**

- 4.1 The Key aims of the West Yorkshire Bus Service Improvement Plan are create a more inclusive, accessible bus service and to better connect communities, particularly those area of high deprivation, in order to support the region's inclusive growth ambitions.

### **5. Equality and Diversity Implications**

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

### **6. Financial Implications**

- 6.1 Subject to successful completion of the consultation on the Bus Service Improvement Plan Enhanced Partnership Scheme, the Combined Authority will receive £69,974,070 in revenue funding over the next three years from 2022/2023 to support delivery of its Bus Service Improvement Plan.
- 6.2 The Mayor's Fares commenced on 4<sup>th</sup> September 2022. The scheme will be funded from the Combined Authority's concessionary fares revenue budget until the BSIP funding is received whereupon the revenue budget will be

repaid, and future expenditure will be met from BSIP. The estimated cost of the first three months of operation is £3m.

## **7. Legal Implications**

- 7.1 Bus operator participation will be secured through the Enhanced Partnership, which will include a legal agreement setting out the mechanism for calculating and making reimbursement payments to bus operators.

## **8. Staffing Implications**

- 8.1 There are no staffing implications directly as a result of this report. The BSIP award includes for a limited increase in staff resource to enable the management and delivery of the programme.

## **9. External Consultees**

- 9.1 No external consultations have been undertaken; however, the Mayors Fare will be subject to an external consultation through the statutory consultation that is due to take place from late September on the Bus Service Improvement Plan Enhanced Partnership scheme.

## **10. Recommendations**

- 10.1 That the Combined Authority note the update on the Bus Service Improvement Plan and that funding has been confirmed by the Department for Transport subject to the making of the Bus Service Improvement Plan Enhanced Partnership Scheme following statutory consultation.
- 10.2 That the operation of the Mayor's Fare be funded for the first 3 months from the Combined Authority's concessionary fares revenue budget . The cost of the first three months of the scheme is estimated at £3m.
- 10.3 That the Transport Committee accepts the delegation of authority to approve the Bus Service Improvement Plan strategic outline case in accordance with the Assurance Framework, so that delivery can commence in line with the tight delivery timeframes.

## **11. Background Documents**

None

## **12. Appendices**

None

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**Report to:** Transport Committee

**Date:** 16 September 2022

**Subject:** **Bus Network Development Plan**

**Director:** Dave Pearson, Director of Transport and Property Services

**Author:** Thomas Lock, Bus Policy Manager

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

## 1. Purpose of this Report

- 1.1 The purpose of this report is to update Transport Committee on development of a bus network vision and implementation plan, which will inform deployment of Bus Service Improvement Plan (BSIP) funding and the Combined Authority's response to ongoing commercial challenges faced by the bus industry.

## 2. Information

### Background

#### Ambitions for an inclusive bus system

- 2.1 Core to the Combined Authority's ambitions, as set out in the West Yorkshire BSIP, is to support a safe and inclusive bus system that better connects communities across the region, particularly those in areas of high deprivation and rural areas. This means supporting bus passengers throughout their end-to-end journeys and meeting people's different travel needs / demands.
- 2.2 The existing network has been shaped by historic travel patterns and has best served the needs of people trying to travel in and out of the region's major urban centres at traditional peak times (7am-9am, 4pm-6pm).

2.3 Our ambition for the bus network in the future is for it to better meet people’s more complex travel needs, supporting people such as parents and caregivers who travel to different locations / make numerous stops throughout their day’s travel or shift workers who need to travel in the early morning or late at night.

BSIP commitments

2.4 As such, the West Yorkshire BSIP sets out ambitions for delivery of an enhanced and more cohesive bus network – which takes people where they need to go, when they need to go. This included the commitment to develop a 5-year network plan of improvements which will include:

- Expansion of the high frequency ‘core network’ – so more people live near a bus stop where a service arrives at least every 15 minutes.
- Improvements to the regularity and consistency of less frequent services.
- Increasing services in the early morning, evenings and at night-time.
- Increasing services in rural, out-of-town and economically deprived areas.
- Special high frequency SuperBus services, with cheaper fares and priority on the roads.
- More pilots of demand responsive FlexiBus services.

2.5 The BSIP included specific targets for improvements to network frequency by 2025 as set out Table 1.

**Table 1 – BSIP targets for bus network frequency by 2025**

<b>Network</b>	<b>Weekday service hours</b>	<b>Current</b>	<b>By 2025</b>
<b>Core</b>	12am-5am	As required	As required
	5am-7am	Every 30 minutes	At least every 15 minutes
	7am-7pm	At least every 15 minutes	At least every 10 minutes
	7pm-9pm	Every 30 minutes	At least every 15 minutes
	9pm-12pm	Every 30 minutes	Every 30 minutes
<b>Other services</b>	12am-5am	As required	As required
	5am-7am	As required	Every 30 minutes

	7am-7pm	Every 20,30,60 minutes	Every 20, 30 minutes
	7pm-9pm	As required	Every 30 minutes
	9pm-12pm	As required	As required

2.6 More information is available on the Combined Authority’s ambitions for the West Yorkshire bus network is available in section 4.3 of this BSIP.

Bus network development plan

2.7 As reported at the last meeting of Transport Committee in July 2022, the Combined Authority is now developing the five-year network plan in detail. The approach being undertaken is as follows:

- **Financial Sustainability of the Current Network** - outputs of the Department for Transport (DfT) required review.
- **Gap analysis & priorities for connectivity** - this is a mapping exercise to identify the areas that are currently poorly served by bus at present and to establish priority areas for improvement
- **Establish accessibility standards** – this will establish standards of connectivity for communities upon which to plan the future network. These standards will revise the current criteria for bus service support which determines what service the CA funds
- **Design the aspirational “to be” network** – this will set out the most effective and efficient way of ensuring each community has access to a viable bus service
- **Network Development Plan** – this will set out a five-year plan to work towards delivery of the ‘to be’ network. The first phase will be an implementation plan for deployment of the funding allocated in BSIP.

2.8 The plan will ultimately help the Combined Authority to understand its aspirations for the regional bus network. It will also help us shape how we invest the approx. £31m BSIP funding allocated to transform the network and respond to potential service cuts by commercial operators when Bus Recovery Grant funding ends in 2023.

Activity update

Network funding support

2.9 Bus services have been sustained throughout the pandemic by a combination of Government and Local Government funding. A Government condition of Covid funding was to undertake a review, jointly with bus operators, of the financial sustainability of the bus network following the predicted end of Covid

funding in October 2022. This revealed 11% of bus mileage would not be commercially viable when funding ends.

- 2.10 Bus operators subsequently gave notice to the Combined Authority of intended service cuts and reductions when funding ended in October. A total of 100 services would have been affected with 24 routes withdrawn. On 19 August Government announced that funding will be extended for a further six months. Whilst the extended funding has prevented any significant loss of service in October 2022, unless there is a further overall uplift in passenger revenues, the risk to the more marginal routes remain.
- 2.11 It will be necessary to complete the Network Development Plan by the end of the calendar year to shape the programme of service improvements funded by BSIP to ensure they are implemented ahead of the end to Government funding in March 2023. It is also intended to re-procure much of the CA funded bus services within this timescale.

#### Bus connectivity standards and principles

- 2.12 As part of the development of the bus network plan, the Combined Authority is also working to set standards and principles for good bus connectivity / accessibility.
- 2.13 These standards will support revision of the current criteria for bus service support which determines what bus services the Combined Authority funds.
- 2.14 Elements that will be considered include:
- Distance / walking time to bus stop
  - Service frequency
  - Journey time to destination
  - Service changes required to destination
  - Time / day of the week
  - Network type (core or wider networks)
  - Journey speed / congestion
  - Journey time / speed relative to car travel
- 2.15 The standards will be developed further through engagement with stakeholders, including operators and district officers, as well as by public feedback from the Mayor's Big Bus Chat engagement process before being brought to Transport Committee for approval.

#### Gap analysis

- 2.16 Work has also been ongoing to understand and evidence existing bus connectivity across the region.
- 2.17 This data-led work has sought to understand connectivity at different locations across the region via the core and non-core networks; during weekdays, Saturdays and Sundays; and at different hours of the day, including early morning, the AM and PM peaks, and late evenings.



- 2.18 The next stage of this work will seek to identify priority areas for improved bus connectivity by scoring existing bus service provision alongside other factors. Factors may include levels of deprivation; population density and predicted housing growth; employment opportunities; existing local bus patronage and commercial sustainability; local car ownership levels; and connectivity to public services and other modes of public transport.
- 2.19 The key output of this work will be a data-based scoring of the need for improved bus connectivity for all areas across the region and provide evidence for the next stages of the network plan’s development.

Next steps

- 2.20 External support is being procured to help map and cost the Combined Authority’s aspirational ‘to be’ bus network. This will use the existing commercial network as a basis but radically evolve it where required to deliver the standard of connectivity needed by the region by 2027.
- 2.21 A draft 5-year Network Development Plan including the implementation plan for deploying BSIP funds will be brought to the December meeting of Transport Committee.
- 2.22 SuperBus is a DfT initiative to facilitate localised service improvements jointly funded by LTAs and bus operators. SuperBus proposals were submitted by operators as part of the BSIP development process aimed at improving the commercial viability of currently marginal services through cheaper fares, bus priority and improved branding. Approximately £10m of BSIP is allocated to support SuperBus schemes and it is proposed to advance these schemes for early delivery.
- 2.23 The Enhanced Partnership with bus operators will be the mechanism used to negotiate and seek delivery of the plan.
- 2.24 Table 2 below provides a summary of the next steps required, which will ultimately lead to the first BSIP funded services being operational from April 2023.

**Table 2 – Activity plan for development of the Bus Network Plan**

<b>Date</b>	<b>Activity</b>
July – September 2022	Evidence gathering and gap analysis, development of principles and standards for bus connectivity.
September – November 2022	Further development of the network vision and implementation plan - including stakeholder engagement and review of feedback from The Mayor’s Big Bus Chat.

December 2022	Transport Committee to approve the draft network vision and implementation plan.
January – March 2023	Tendering of services and negotiation with operators to agree terms of the corresponding Enhanced Partnership scheme(s).
April 2023	Year 1 of BSIP funding deployed to fund new and enhanced services, and ongoing development of the 5-year network plan.

### **3. Tackling the Climate Emergency Implications**

- 3.1 The Bus Network Plan aims to enable greater bus use across the region and reduce private car use, in turn supporting lower carbon emissions and cleaner air quality as part of the Combined Authority’s response to the Climate Emergency.

### **4. Inclusive Growth Implications**

- 4.1 The Bus Network Development Plan will seek to protect services to communities, particularly those areas of high deprivation, in order to support the region’s inclusive growth ambitions.

### **5. Equality and Diversity Implications**

- 5.1 Supporting Equality and Diversity through ensuring the bus service is attractive, inclusive and accessible for all is a key aim of the West Yorkshire Bus Service Improvement Plan.
- 5.2 The development of the Bus Network Plan specifically will seek to improve equality and diversity by making buses more accessible for all, particularly people living in deprived communities, and providing more social necessary bus connectivity.

### **6. Financial Implications**

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

### **7. Legal Implications**

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

### **8. Staffing Implications**

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

### **9. External Consultees**

9.1 No external consultations have been undertaken.

## **10. Recommendations**

10.1 That the Transport Committee notes the progress made to date on development of the bus network plan and endorses the next steps.

## **11. Background Documents**

The West Yorkshire Bus Service Improvement Plan (WYCA, 2021) - <https://www.westyorks-ca.gov.uk/media/7471/bus-service-improvement-plan.pdf>

## **12. Appendices**

None

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**Report to:** Transport Committee

**Date:** 16 September 2022

**Subject:** **Active Travel Update**

**Director:** Liz Hunter, Interim Director for Policy and Development

**Author:** Kit Allwinter, Active Travel Policy Lead

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

## 1. Purpose of this Report

- 1.1 To provide an update on Active Travel policy and funding at the Combined Authority in light of the creation of Active Travel England (ATE).
- 1.2 To provide an update on the success of previous bidding and the outline approach and timeline for future funding applications.

## 2. Information

### Active Travel England

#### Set up of new national body

- 2.1 Active Travel England (ATE) has been set up as an arms-length executive body of the Department for Transport. Its purpose is to support and enable Local Authorities and Mayoral Combined Authorities in achieving the goals laid out in the Government's Gear Change strategy, including a target of 50% of journeys in England being made via walking and cycling by 2030.
- 2.2 ATE will inspect all highway schemes, including those targeted principally at other modes to make sure that cycling infrastructure (compliant with Local Transport Note 1/20) and walking infrastructure are of high quality. In doing this work, ATE is now a major stakeholder in, and potential author for future

iterations of, key highway design guidance that the Combined Authority uses across schemes, including:

- Local Transport Note 1/20
- Manual for Streets 3 (expected 2023)
- Inclusive Mobility
- Guidance on the Use of Tactile Paving Surfaces
- Decarbonising Transport
- Future of Mobility: Urban Strategy
- National Model Design Code
- Bus Back Better
- Getting Buses Moving (LTN 1/97)

- 2.3 Active Travel England will both support and assist in the design and development of schemes to ensure compliance with standards. It will then inspect schemes delivered by the Combined Authority and our district partners to ensure that they meet standards and the agreed designs. Where they are found to not comply, a record of non-compliance will be taken and this will be used to negatively affect future funding awards across the wider transport budget.
- 2.4 Active Travel England's framework document was published on the 21<sup>st</sup> July 2022, with financial delegation to ATE from the 8<sup>th</sup> August. The full body will number 98 Full-Time Equivalent Staff and be based in York from early 2023. Until suitable accommodation is found it operates out of Wellington Place in Leeds.
- 2.5 The Combined Authority and our district partners welcome the creation of Active Travel England and look forward to working closely with them to deliver our joint ambition of enabling active and accessible travel, in terms of walking, wheeling and cycling, across the region. The Combined Authority is demonstrating this ambition through the part-time secondment of staff to support the new body inspect schemes and to help develop its processes for engagement with Mayoral Combined Authorities.
- 2.6 ATE has indicated that it is keen to avoid duplication where possible and so it seeks to support our ongoing quality control and appraisal processes as appropriate, including potentially having a role in any Quality Panel process for Active Travel Fund and City Region Sustainable Transport Settlement programmes. This potential approach is being considered amongst the relevant teams as part of our close working relationship with Active Travel England.

#### Funding Announcements for Active Travel

- 2.7 As part of the Active Travel Fund Tranche 3 competition in August 2021 West Yorkshire local authorities were invited to bid for capital schemes, a pilot programme around social prescribing and to bid for a funded feasibility study into being a national non-London mini-Holland demonstrator (as reported to Transport Committee in September 2021, see **Background Documents**).

Bradford and Leeds districts have been successfully awarded over £1.3m each as two of the eleven social prescribing pilots nationally and Calderdale has been awarded £80,000 to design and assess the potential impact of a mini-Holland in Skircoat, South Halifax, one of nineteen such studies nationally.

- 2.8 The next Active Travel Fund Tranche (ATF4) is being administered by ATE and is expected to consist of a three year capital programme (running 23/24 – 25/26 with a national budget of c. £500m) and two separate revenue funds – for one year (the Local Authority Capability and Ambition Fund) and the following two years respectively.
- 2.9 This level of funding is significantly above the one year design and delivery windows of previous Active Travel Fund rounds. This will enable more complicated and more ambitious schemes to be delivered, including emerging schemes from the ongoing West Yorkshire Local Cycling and Walking Infrastructure Plan (LCWIP) work and schemes which complement and support other projects from other funding sources such as the City Region Sustainable Transport Settlement. Discussion about these projects has begun with the districts although as the funding and bidding guidance is yet to be published and confirmed this work has only been at a high level.
- 2.10 The revenue funding guidance is also yet to be announced but it is expected that it will be used to support our continued award-winning work around behaviour change (led by the CityConnect team), further tranches of network and scheme development work, an understanding of current barriers and perceptions around issues regarding walking, wheeling and cycling and also to upskill district and Combined Authority staff with regard to Active Travel England and the standards contained in Local Transport Note 1/20 on cycling infrastructure.
- 2.11 As part of Active Travel England’s programme to target investment more effectively at deliverable and appropriate schemes, each highway authority within the Combined Authority was invited, by ATE, to conduct a Local Authority Self-Assessment, with the Combined Authority submitting its own self-assessment as well.
- 2.12 The self-assessment forms, combined with previous monitoring returns to the DfT on previous Active Travel Fund tranches and other evidence will be used to “score” local authorities’ ability and appetite to deliver LTN 1/20 compliant infrastructure at various levels of ambition. This means that authorities that bid for funding for schemes which are broadly comparable with their expressed appetite for, and delivery track record of, active travel infrastructure and the road space re-allocation required to deliver it, have a higher chance of success.
- 2.13 Appendix A gives examples of types of infrastructure and the corresponding level required to have been met by the local authority at the end of the scoring process. Note that ATE have been clear that no local authority in England is

expected to meet the criteria for Level 4 at this time. The summary of each level is shown below:

Level	Definition
<b>Level 0</b>	<ul style="list-style-type: none"> <li>No local leadership or support for active travel, no plans in place, delivered lower complexity schemes only.</li> </ul>
<b>Level 1</b>	<ul style="list-style-type: none"> <li>Some local leadership and support with basic plans and isolated interventions</li> </ul>
<b>Level 2</b>	<ul style="list-style-type: none"> <li>Strong local leadership and support, with strong plans and emerging network</li> </ul>
<b>Level 3</b>	<ul style="list-style-type: none"> <li>Very strong local leadership and support, comprehensive plans, and majority of network in place with increasing modal share</li> </ul>
<b>Level 4</b>	<ul style="list-style-type: none"> <li>Established culture of active travel with successive increases in cycling and walking, underpinned by dense integrated network and highly supportive policies to reduce the need for car trips</li> </ul>

- 2.14 It is currently estimated, based on the self-assessment returns submitted to ATE and our knowledge of other elements of the scoring process that all West Yorkshire authorities (including the Combined Authority) should be rated at Level 1, Level 2 or Level 3.
- 2.15 These scores will be used to inform the Combined Authority and districts' bids for ATF4 and Local Authority Capability and Ambition Funding to ensure that the schemes submitted for funding as part of this bid stand the highest possible chance of success.

### Active Travel Strategy

- 2.16 Active Travel England is also keen to build the evidence base of supporting and complementary interventions which support the deployment of infrastructure, such as behaviour change programmes, monitoring and evaluation approaches and public engagement methodologies.
- 2.17 As part of its ongoing work regarding an Active Travel Strategy, the Combined Authority has been engaging to best understand how to utilise existing knowledge in ATE to support and develop a nationally-leading strategy, building on the ongoing stakeholder engagement and research phases of the Active Travel Strategy work.
- 2.18 The Active Travel Strategy continues to be developed in line with the emerging Local Transport Plan refresh and, along with the ongoing Local Cycling and Walking Implementation Plan, will be consulted on in-line with the timescales associated with that work.



### **3. Tackling the Climate Emergency Implications**

- 3.1 Through enabling more and walking and cycling, working with ATE will enable modal shift from private car journeys to foot and cycle, including potential for improved public transport both directly (by enhanced access through better walking and cycling routes) and indirectly (by removing congestion from roads which is the primary cause of bus delay). Modal shift and reduction in car vehicle kms travelled is essential for West Yorkshire to hit its decarbonisation targets.

### **4. Inclusive Growth Implications**

- 4.1 Improving routes for walking, wheeling and cycling is the most inclusive form of transport investment that the Combined Authority can make, increasing access to jobs, training, retail and leisure opportunities for all. Evidence also suggests that re-allocating roadspace away from motor traffic throughput and storage and instead replacing it with accessible pedestrian and cycling space can generate increases in footfall and local business revenue, helping to make our places more attractive and local businesses more resilient.

### **5. Equality and Diversity Implications**

- 5.1 As the most inclusive form of transport, investment in walking, cycling and wheeling is a core part of the Combined Authorities Equality and Diversity ambitions. This includes enhancing access to jobs, training, retail and leisure opportunities to those who need to travel outside the hours of our public transport network or who cannot drive or own a private motor vehicle. Through enhancing access to the public transport network, in addition to enabling many more short and medium length journeys to be undertaken, it also supports more medium and long-distance journeys being undertaken by these demographics as well.

### **6. Financial Implications**

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

### **7. Legal Implications**

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

### **8. Staffing Implications**

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

### **9. External Consultees**

- 9.1 No external consultations have been undertaken.

## **10. Recommendations**

- 10.1 That the Transport Committee notes the Combined Authority's ambition to work closely with Active Travel England across its portfolio of projects and support the development of this new organisation.
- 10.2 That the Transport Committee notes the significant change in the nature, ambition and scale of active travel funding that is forthcoming as a result of Active Travel England's role.
- 10.3 That the Transport Committee supports the continued development of an Active Travel Strategy for West Yorkshire.

## **11. Background Documents**

- 11.1 *Department for Transport Active Travel Fund: Local Authority Capital*, in Leeds City Region Transport Update Report, Item 10, West Yorkshire transport Committee, 17 September 2021, available here: <https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CIId=138&MIId=1126>

## **12. Appendices**

Appendix 1 – Capital Scheme Taxonomy in line with ATE Authority Levels

## Annex A – Capital schemes in scope for funding (Scheme taxonomy)

Scheme categorisation	Complexity	What does this look like?	LA Level? (1-4)
New segregated cycleway (permanent)*	High	Urban, high density, complex junctions, side roads	3,4
	Medium	Suburban, medium density, fewer junctions/turning movements	2,3
	Low	Out of town location, low density, few/no junctions	1
New junction treatment**	High	Separation in time and space for all active travel movements, protected junctions.	2,3,4
	Medium	Protection of key movements for walking and cycling across a junction	1,2,3
	Low	Minor advantages to enable defensive positioning	1,2
New permanent footway	High	Large-scale town centre pedestrianisation including area-wide traffic and car parking removal	3
	Medium	Conversion of carriageway to footway on a medium to large scale	2
	Low	Addressing severance in existing walking routes	1
New shared use (walking & cycling) facilities	Low	Only acceptable if tackling severance in an existing walking/cycling network in urban areas or providing a rural connection alternative to hostile conditions	1
Installing segregation to make an existing cycle route safer	Medium	Use of permanent kerbs, side road treatments, junction work	2,3
	Low	Installation of cycle lane separators (e.g. wands)	1,2
Improvements to make an existing walking/cycle route safer	Medium/high	Use of permanent kerbs, side road treatments, junction work	2,3
	Low	Installation of cycle lane or footway separators (e.g. wands or thermoplastic kerbs), lowered speed limits (as part of wider scheme)	1,2
Area-wide traffic management (e.g. modal filtering using ANPR, bollards, planters or similar)	High	Large scale, area-wide traffic removal in a highly populated/town centre location OR very large scale fast/heavy traffic removal from rural 'quiet lanes'	3,4
	Medium	Area-wide through traffic removal on a smaller/less ambitious scale	2,3
	Low	Selective road closures	1,2

Bus priority measures at single locations (e.g. bus gates)	High	A bus priority measure that significantly improve conditions for walking and cycling as a result (e.g. as a result of the bus gate, x miles of road is now suitable for cycling in mixed traffic as described at table 4.1 LTN1/20)	3,4
Provision of secure cycle parking facilities	Medium	Large-scale provision of free and publicly accessible on-street cycle parking or secure parking at schools/workplaces/hospitals/transport interchanges	1,2
	Low	Sheffield/Hornsey stands or similar in public places	1
New road crossings	Medium	Crossing addresses a severance issue and will create a continuous walking/cycling route (e.g. new signalised crossing of a main road between LTN cells)	2,3
	Low	E.g. Introducing a pedestrian phase on existing signalised crossing, only if part of high propensity walking route	1
Restriction or reduction of car parking availability (e.g. controlled parking zones)	Low	Introduction of a controlled parking zone to eliminate pavement parking where footways are not of an accessible width and/or reduce overall number of car parking spaces and/or reduce commuter parking in residential areas (e.g. close to destinations such as shops/NHS sites/transport interchanges)	1
School streets	High	Timed closure on an area-wide basis and/or including a bus route	3,4
	Medium	Rural routes to school that convert high volumes of journeys to active travel relative to the cost of the scheme and needs of the local area	2,3
	Low	Timed closure of single minor road outside a school	2

\*Segregated cycle route types and LTN 1/20 reference

Cycle track at carriageway level (Figure 6.3 page 52)

Cycle track at intermediate level (Figure 6.3 page 52)

Cycle track at footway level (Figure 6.3 page 52)

Stepped cycle track (6.2.24 page 56)

Light segregation (6.3 page 60)

\*\*junction approaches and LTN 1/20 reference

Signal Controlled Cycle Facility (Page 103)

Cycle Bypass (page 113)

Dedicated Cycle Phase (page 113)

Circulating Cycle Stage (page 114)

Hold The Left (Page 114)

Two Stage Turn (page 115)

Cycle Gate (page 117)

Early Release (Page 118)



**Report to:** Transport Committee

**Date:** 16 September 2022

**Subject:** **Transport Policy Update Report**

**Director:** Liz Hunter, Interim Director of Policy and Development

**Author:** Helen Ellerton, Interim Head of Transport Policy

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

## 1. Purpose of this Report

- 1.1 To provide Transport Committee with a quarterly update on relevant transport policy developments not covered elsewhere on the agenda.

## 2. Information

### New Prime Minister and Ministers

- 2.1 The Mayor has written letters to the new Prime Minister and Secretary of State for Transport to set out West Yorkshire’s transport priorities, including on levelling-up, bus and rail recovery, delivery of Northern Powerhouse Rail (NRP) in full and devolution of funding and powers. This includes a request for a meeting with the new Secretary of State.
- 2.2 The new Prime Minister was clear during her campaign that she supports the case for the full Northern Powerhouse Rail network, including the new line between Manchester and Leeds via central Bradford. The Mayor and Leaders will press to ensure this commitment is honoured.

## Transport for the North updates

### Transport for the North Board

- 2.3 The Transport for the North (TfN) Board met for its Annual Meeting on 30 June. This meeting considered the following substantive items:
- **TfN Business Planning and Budget** where members approved the Business Plan and Budget / Reserve Strategy for 2022/23. This focuses TfN's activity on revision of the Strategic Transport Plan and continuing via the Board being the 'voice of the North' on key transport matters. Provision is also made to support member authorities including via the ongoing management of the Analytical Framework (transport models). The Business Plan also makes provision for ongoing support for the Rail North Partnership arrangements and to put into practice the arrangements for co-sponsorship of the Northern Powerhouse Rail programme. Members supported the case for TfN to have more than a one-year funding settlement.
  - **Strategic Transport Plan development**, where the Board endorse the structure and principles for the update of TfN's Strategic Transport Plan (STP). Technical work will be ongoing throughout 2022, alongside a refresh of the Northern Powerhouse Independent Economic Review. Consultation is expected on a draft STP in Spring 2023. Members were keen to ensure that the STP embodies a bold and ambitious vision for transport investment in the North.
  - **Rail North Committee update**, where the Board was provided with an update from the last Rail North Committee. Members expressed concern about the potential implications of reduced revenue support for Northern.
  - **Great British Railways update** which included details of the recent consultation on planned legislation to enable rail reform. The Great British Railways Transition Team have been invited to attend the next meeting of the Board.
  - **HS2 Update**, which updates the Board on the latest development of HS2 as it effects the north, most notably changes in the North West. Members reiterated the need for TfN to continue to help champion the need for the Northern Powerhouse Rail project to address the North's ambitions.
- 2.4 The Board has also considered governance formalities as part of the Annual Meeting agenda and received an update of the Corporate Risk Register.
- 2.5 The next meeting of the TfN Board is due to take place on 29 September 2022.
- 2.6 A link to papers and webcasts of the TfN Board meetings is provided in **Background Documents**.

### Rail North Committee

- 2.7 Rail North Committee is due to meet on 13 September 2022. A verbal update will be provided at the meeting of the main matters arising.
- 2.8 The members of the Committee have continued to receive updates from the rail operators and Rail North Partnership about the impact of reduced staff availability for a range of reasons. This has led to reduced timetables on Northern over summer and ongoing very poor reliability at TransPennine Express. More information on these matters, including an update on the December 2022 timetable plans will be provided in the Passenger Experience Update Report at the next meeting of Transport Committee in October.
- 2.9 A link to papers and webcasts of the Rail North Committee is provided in **Background Documents**.

### National Highways Road Investment Strategy (RIS) engagement

- 2.10 TfN has commenced initial engagement with its partner authorities on developing recommendations for future investment in the Strategic and Major Road Networks. This will inform TfN's recommendations for the next Road Investment Strategy (RIS3) for the National Highways network.
- 2.11 RIS3 will cover the period 2025 to 2030. The DfT has set the following six strategic objectives to underpin the RIS:
- Improving safety for all
  - Network performance to meet customer needs
  - Improved environmental outcomes
  - Growing the economy
  - Managing and planning the Strategic Road Network (SRN) for the future
  - A technology-enabled and enabling network
- 2.12 TfN proposed to engage Board members on the overall approach to RIS3 at the next Partnership Board meeting in late September. TfN proposes submit its final recommendations to DfT and National Highways in early 2023, following further engagement with partners and sign-off by the TfN Board.

### Rail updates

#### Transport Select Committee Report: The Integrated Rail Plan for the North and the Midlands

- 2.13 The Transport Select Committee (TSC) published a response to the Integrated Rail Plan (IRP) on 28 July 2022, following a call for evidence earlier this year. The TSC is quite hard hitting in its response and asks Government to revisit the IRP evidence. For instance, the TSC state that options which could

transform connectivity have not been properly tested. There is emphasis in the TSC response on the negative impacts for Leeds and in particular Bradford, where the report states that the potential for it to be the engine of the Northern Powerhouse is being squandered.

- 2.14 The TSC makes several recommendations, which include a full analysis of the wider economic impacts of the different Northern Powerhouse Rail options, revaluation of the Bradford St James Market station proposal, updated benefit-cost-ratio for the entire HS2 project which includes the Eastern leg to Leeds, a commitment to the redevelopment of Leeds station by 2035 and a plan of action, by September 2022, on how to get HS2 services to Leeds.
- 2.15 A link to the TSC report is provided in **Background Documents**. The Government response to the recommendations made by the TSC is due by 27 September 2022. As noted above, the new Prime Minister committed support to the delivery of the full NPR network, including a new line between Manchester and Leeds via central Bradford during her leadership campaign.

#### West Yorkshire Rail Strategy

- 2.16 The technical work supporting the Rail Strategy is now largely complete. Officers of the Combined Authority have been engaging with officers from partner authorities, Leaders and Members, as well as industry colleagues in recent months. A draft rail strategy will be shared with Transport Committee in the coming meetings.
- 2.17 It is intended to undertake a wider engagement with the public in autumn.

#### Transpennine Route Upgrade

- 2.18 There are a number of key developments on the Transpennine Route Upgrade (TRU) in recent months (links are provided in **Background Documents**):
- The government has approved the Transport and Works Act Order (TWAO) application made by Network Rail to the Secretary of State for the proposed improvements between Huddersfield and Westtown (Dewsbury) on 27 June 2022.
  - On 19 July 2022, the government has made available £959 million of funding to continue to progress the delivery of the Transpennine route upgrade. This funding will enable the design of the upgrade to progress and will enable further on-the-ground delivery of electrification and journey time improvement works, mostly west of Leeds.
  - The National Audit office published a Value for money report on the 20 July 2022 for the Transpennine Route Upgrade programme and confirmed that there is a clear case for Transpennine route electrification
- 2.19 This development suggests that this programme is now in a good position to proceed with greater certainty. The Combined Authority understands that



whilst TRU is the largest rail investment this region is going to receive in the coming decade, the scheme will have a huge impact on the lives of people living, working or doing business in the North of England especially during construction phases.

- 2.20 The Combined Authority looks forward to working with rail industry partners to maximise the benefits of the scheme and will continue holding the government and rail industry to account to ensure the plans are delivered to limit disruption to our communities, improve local stopping services and make all stations accessible on this important route. A TRU members working group will be held in early October so that members could be engaged in the details of this important rail investment project.

### **Mass Transit updates**

#### **West Yorkshire Mass Transit Programme Business Case Development**

- 2.21 During early 2022, work begun to progress business case development from the programme level Strategic Outline Business Case, towards Strategic Outline Cases for each of the four priority areas for the future network.
- 2.22 A Steer / Jacobs consortium have been commissioned to lead on the business case development workstream and will initially focus on the Orange (East Leeds, Bradford to Leeds and South Leeds to Dewsbury) and Green (Bradford to Dewsbury) corridors, with other areas of the network following in due course.
- 2.23 Mobilisation activities are underway to establish the scope of work to complete the priority area business case submissions by July / August 2023, which is primarily focused on work to specify the modelling and appraisal approaches. The workstream is being developed with input from Combined Authority's Assurance Framework representatives and through dialogue with Department for Transport. The broad approach is structured to follow the conventional Treasury Green Book 'Five Case' model, with the focus on the strategic dimension, which sets out the need for intervention and why transit is the preferred way to meet that need.
- 2.24 The business case establishes the rationale for Mass Transit in each of the defined areas, with a Programme Integration Business Case that provides a network/programme level rationale for investment.

#### **West Yorkshire Mass Transit Route Development – RIBA Stage 2**

- 2.25 Let by Jacobs / McBains, work is now progressing on the next stage of route development, which will focus on developing RIBA 2 level options for inclusion in work needed to complete the SOC submissions discussed above.
- 2.26 This next stage builds on the work already completed that defined route options for the nine corridors set out in the Mass Transit Vision 2040. Jacobs / McBains are working alongside colleagues at the Combined Authority and

district partner councils to develop RIBA 2 options. A series of route development workshops have taken place to discuss and introduce next steps for RIBA 2 design work.

- 2.27 The team are now beginning to discuss route options in more detail in a further series of workshops with stakeholders. RIBA stage 2 route development will allow for a great level of detail and certainty around the viability of options (both in cost and constructability terms) and begin to provide outputs to the business case development workstream to test route options.
- 2.28 As with the Business Case workstream, this stage of work focuses on the Orange and Green priority areas of the network. Detailed work on the wider network will continue in due course after the priority areas are complete. It is expected that this phase work will be completed by July/August 2023 to feed into the SOC business case submissions for the two priority areas.

#### Mass Transit Vision 2040 update and Consultation Approach

- 2.29 Members will be aware, alongside the Connectivity Infrastructure Plan, a Mass Transit Vision 2040 was agreed. It outlines plans for Mass Transit and how this relates with the wider vision for the future of transport in West Yorkshire.
- 2.30 An 'engagement draft' of this Mass Transit Vision was published in January 2021, as part of the wider West Yorkshire Connectivity Infrastructure Plan consultation. We received 7,800 responses to our surveys, polls, the interactive map and other stakeholder feedback. It is the largest consultation response of its type that the Combined Authority has received.
- 2.31 A detailed analysis of the findings was completed, and a report was produced to help inform changes to both documents. In light of feedback from consultation and wider work on the programme, a number of changes have been made to the Vision document. This has resulted in the addition of new pages, and updates are required to reflect the current status of the programme.
- 2.32 The update to the vision sits within our wider workstream to establish our approach to consultation for the Mass Transit Programme. Mott Macdonald have been commissioned to draw up a mobilisation plan to begin work and scope the requirements to meet the needs of the programme.
- 2.33 Through initial outputs, a number of key milestones for consultation have been established, the first of which is to consult on the updated vision document. This is likely to take place in winter 2022, and work is underway to scope key stakeholders for engagement. The workstream is being jointly led by our Combined Authority Communication and Engagement team, with input from the Mass Transit Team.
- 2.34 Mott Macdonald are providing overarching input where needed and are primarily focused on future stages of communication and engagement. Work is also underway to update the Mass Transit programme to reflect the likely

consultation milestones and define the wider implications/requirements for other workstreams. The committee will be updated in due course on the detail of Mass Transit consultation.

### Mass Transit Equality, Diversity and Inclusion Strategy Development

- 2.35 As part of the communication and engagement workstream, Mott MacDonalds have also been commissioned to develop an approach for Mass Transit can be a 'best in class' system from an EDI perspective. The Mass Transit team are working closely with EDI colleagues at the Combined Authority to establish the scope for the strategy. It is expected to be completed by March 2023.

### Electric Vehicle Infrastructure Strategy

- 2.36 The UK Electric Vehicle Infrastructure Strategy was published in March 2022 setting out the government's approach to delivering charging infrastructure to 2030 to remove charging infrastructure barriers and accelerate the pace of adoption. The strategy sets out a requirement for local authorities to develop local chargepoint strategies.
- 2.37 The West Yorkshire Climate and Environment Plan 2021 – 2024 set a commitment to accelerate the deployment of electric vehicle charging points across the region with a focus on ensuring equity in provision. A range of public EV charging infrastructure schemes have already been delivered by the Combined Authority and our Partners, includes the ULEV taxi scheme, delivering over 100 charging points for taxis and public use, alongside additional schemes to deliver public charging at sites across the region such as council owned car parks.
- 2.38 Work is underway with district partners on the development of a West Yorkshire Electric Vehicle Infrastructure Strategy. A number of workstreams support the work of a West Yorkshire strategy:
- An **Electric Vehicle Infrastructure Strategy Working Group** has been established which includes officer membership from each of our district partners, and provides a forum for strategy develop, informed by existing district policies, projects and EV aspirations.
  - A **technical study** on the potential for EV charging infrastructure was commissioned by the West Yorkshire Low Emission Strategy Delivery Group. This study focused on demand forecasting, strategic investment priorities and early infrastructure deliverables.
  - **Transport for the North** have developed an Electric Vehicle Charging Infrastructure Framework which includes an evidence base and visualisation tool for use by TfN and partners to assess electric vehicle charging infrastructure requirements.
  - **City Region Sustainable Transport Settlement (CRSTS)** contains funding for a number of EV infrastructure schemes, including charging points in residential areas through the decarbonisation pilot programme,

and in EV charging for car clubs and e-bike charging through the integrated and shared transport.

- 2.39 The strategy will set out the aims, objectives and principles for investment for electric vehicle infrastructure in West Yorkshire and include an action plan for infrastructure delivery. The purpose of the document is to guide investment decisions for future funding opportunities as well as provide design guidance for electric vehicle chargepoints to ensure provision meets the needs of those who live and work in West Yorkshire, and ensure equity of access across region.
- 2.40 It is vital that the West Yorkshire Electric Vehicle Infrastructure Strategy aligns with the principles of our Transport Strategy and daughter documents, specifically to support the transition to electric vehicles while also encourage modal shift away from private car use. As such the strategy will include consideration of electric shared transport opportunities alongside charging for private vehicles.

### **West Yorkshire Consultation Responses**

#### **Williams-Shapps Plan for Rail: A Consultation on Legislation to Implement Rail Transformation**

- 2.41 Government published a consultation on 9 June 2022 setting out the legislative proposals to establish Great British Railways. A link is provided in **Background Documents**.
- 2.42 The West Yorkshire response to the consultation is included at **Appendix 1**. The response underlines the ongoing need for rail reform, and in particular:
- That Great British Railways must have an explicit role and remit in contributing to delivery of regional economic, social, and environmental objectives, and to be accountable for doing so. This needs to be reflected in the legislation.
  - To ensure that reform creates the opportunity for the radical simplification needed to ensure that Metro Mayors and their local partners can do business with the railway, and to secure effective joint working.
  - That Great British Railways must increase the cost effectiveness and efficiency of the railway, increasing the case for local co-investment.
  - The importance of Great British Railways being managed at arms' length from government.
  - The need to ensure that network investments is better co-ordinated with planning and investment on services, renewals, and operational matters.
- 2.43 The West Yorkshire submission also emphasised support for the overall case for devolution, endorsing the Urban Transport Group (UTG) response. A link to the UTG response is included in **Background Documents**.

- 2.44 Following this consultation, the Government is expected to set out draft legislation in the Transport Bill, anticipated in Parliament in the Autumn. The Queen's Speech indicated that the Transport Bill will also cover provisions relating to self-driving and remotely operated vehicles and the roll-out of electric vehicle charging points.

#### Further Integrated Rail Plan consultations

- 2.45 Responses have also been provided to calls for evidence from the UK2070 commission in relation to the Integrated Rail Plan (IRP) inquiry and also from the Institution of Civil Engineers and the All-Party Parliamentary Group on Infrastructure, on how to accelerate the delivery of the IRP.

#### Transport funding updates

##### City Region Sustainable Transport Settlement

- 2.46 At the January 2022 meeting, Transport Committee members were updated on the preparation of a Programme Business Case for a proposed City Region Sustainable Transport Settlement (CRSTS) programme, which was submitted to Government at the end of January 2022. At its March meeting, the Combined Authority approved progression of the proposed programme and indicative approval to the programme value of £830 million.
- 2.47 Government confirmed the final allocation of £830 million in April 2022 with some conditions and need for some further agreement to finalise the programme. A final programme was submitted in July 2022 offering increased levels of ambition in delivering bus priority in the region supporting delivery of the Bus Service Improvement Plan (BSIP) and the minister confirmed a delivery plan for the final programme on 29 July which is now published on the gov.uk website.
- 2.48 The final CRSTS programme proposes to deliver 71 schemes across 10 programme areas, funded through the £830 million CRSTS funding alongside other sources including TCF, Gainshare, West Yorkshire-plus Transport Fund, Network Rail and Towns Fund. The programme includes a level of overprogramming of around £98 million, reflecting the high scenario proposal originally bid for from CRSTS funding.
- 2.49 A link to the confirmations of allocations and confirmed delivery plans published on the DfT website is provided at **Background Documents**.

##### Levelling Up Fund

- 2.50 The Levelling Up Fund (LUF) was originally announced in the 2020 Spending Review as a new cross-departmental fund under the oversight of the Treasury, Department for Transport (DfT) and Department for Levelling Up, Housing and Communities (DLUHC).

- 2.51 The Fund offers a total of £4.8 billion investment over four years (2021/22 to 2024/25) in infrastructure that improves everyday life in England, Scotland, Wales and Northern Ireland and supports town centre and high street regeneration, local transport projects, and cultural and heritage assets. The fund is open to submissions from local and combined authorities.
- 2.52 A second round of funding was launched in March 2022 with a revised deadline of August 2022 and announcement of successful bidders expected in autumn 2022. The Combined Authority is eligible to submit one large transport bid (up to £50 million) with spend needing to be incurred by March 2025 and expectation of at least 10% local contribution. MPs have a formal role in the bidding process to reflect their local perspective and were able to provide formal priority support to two bids for their constituency.
- 2.53 A bid proposal has been developed which proposes a range of measures to support bus and other sustainable transport modes across the region. The proposed package of three schemes combines corridor and targeted hotspots-type highways interventions with improvements to bus stations and stops to enable a safer, more accessible and effective bus network. The total value of the proposed package is £47.25 million, with £41.25 million of LUF funding sought and £6 million of match funding from gainshare and West Yorkshire-plus Transport Fund.
- 2.54 The proposed package bid is made up of three component schemes:
- Two corridor schemes supporting bus journeys with bus priority measures, improvements to journey times for all traffic and provision of better cycling and walking facilities on the A629 North in Halifax (Orange Street roundabout to Ogden), and A639 Park Road in Pontefract. These schemes have been developed to Outline Business Case stage through the West Yorkshire-plus Transport Fund’s Corridor Improvement Programme.
  - A bus passenger improvements package – providing safety, accessibility and environmental improvements at bus stations, bus stops and locations of delay for bus services across the region (“bus hotspots”) identified by district partners and bus operators working in partnership.
- 2.55 In June 2022 the Combined Authority authorised the Managing Director to finalise and submit a LUF bid on behalf of the Combined Authority in consultation with the Mayor and partner authority Leaders and the bid was submitted by the revised deadline of 2<sup>nd</sup> August 2022. An update will be provided to Transport Committee once the outcome of the bid is known.

#### Rail Station Accessibility

- 2.56 In March 2022 this Committee was updated on the opportunity to bid for stations to be included in the next Control Period (CP7 2024-29) Department for Transport (DfT) Access for All programme. The nominations are led by the

train operating company in consultation with the Combined Authority. The Access for All programme nationally funds the delivery of major rail station improvements including lifts/ramps/footbridges to provide an obstacle free, accessible route to/from and between platforms.

- 2.57 As part of the previous round of funding (CP6 2019-24) schemes are currently being developed at Garforth, Menston, Todmorden and from the Mid-Tier Programme at Pontefract Monkhill.
- 2.58 The DfT sets the criteria for assessment of station nominations. Based on these criteria the proposed stations for nominating are Ben Rhydding, Knottingley, Shepley, Honley, Horsforth, Guiseley and Keighley (in order of priority). As part of the City Region Sustainable Transport Settlement (CRSTS) Rail Accessibility Package the Combined Authority has £5 million for large-scale accessibility improvements. Each of the 7 stations to be nominated to Access for All will be supported by £200,000 match funding from the CRSTS Rail Accessibility Package totalling £1.4 million. It is anticipated that the DfT will announce stations selected to be part of the Access for All Programme in Spring 2023.
- 2.59 Once the outcome of the Access for All bid is known the Combined Authority will look at options for using the remaining Rail Accessibility Package funding to fully fund large-scale accessibility improvements at a station not selected by the DfT.
- 2.60 No stations on the route on the Transpennine Route Upgrade (TRU) are to be included in the Combined Authority's Access for All station nominations. Network Rail has confirmed that all stations on the route are in line to become step-free under TRU subject to full approval for funding at the next business case gateway.

### **3. Tackling the Climate Emergency Implications**

- 3.1 It is essential that both public transport and walking and cycling networks contribute to the mode shift necessary to meet West Yorkshire's ambition to achieve net zero by 2038. This is a key theme that underpins the funding programmes set out, including the CRSTS programme.
- 3.2 The proposals in development as part of the Electric Vehicle Infrastructure Strategy are also an important way the Combined Authority is seeking to achieve decarbonation of road vehicles.

### **4. Inclusive Growth Implications**

- 4.1 The transport network is fundamental to providing access to employment and training opportunities across West Yorkshire, and well as supporting the economic prospects of key centres. This is an underpinning aspect of the Combined Authority's transport development work set out in this report.

- 4.2 The West Yorkshire representation in response to consultation on the legislation to form Great British Railways was explicit on the need for the new railway organisation to be actively responsive to the needs and opportunities of the places it serves, to ensure that the railway contributes inclusive growth objectives.

## **5. Equality and Diversity Implications**

- 5.1 A safe, attractive and affordable transport that addresses the needs of all communities across West Yorkshire is a core objective. The transport policy development work referred to in this report is being subject to equality impact assessment to ensure that equality and diversity impacts are being properly considered. Mass Transit workstreams include development of a specific Equality, Diversity and Inclusion Strategy as set out above.

- 5.2 The Combined Authority continues to make a strong case to ensure Transpennine Route Upgrade delivers accessibility upgrades to the stations along the route, which is now part of the current proposals.

## **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.
- 10.2 That the Committee endorses the approach for Rail Station Accessibility set out 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/> .

The Transport Select Committee response to the Integrated Rail Plan is available here:



[The Integrated Rail Plan for the North and Midlands \(parliament.uk\)](#)

*Huddersfield to Westtown (Dewsbury) improvements: Transport and Works Act order*, 27 June 2022, available here:

<https://www.gov.uk/government/publications/huddersfield-to-westtown-dewsbury-improvements-transport-and-works-act-order>

*Transport update: Transpennine route upgrade*, Written statement to Parliament, 19 July 2022, available here:

<https://www.gov.uk/government/speeches/transport-update-transpennine-route-upgrade>

*The Transpennine Route Upgrade Programme*, Report by the Comptroller and Auditor General, 20 July 2022, available here:

<https://www.nao.org.uk/reports/the-transpennine-route-upgrade-programme/>

*Williams-Shapps Plan for Rail: legislative changes to implement rail reform*, CP 660, June 2022 is available on the DfT website here:

<https://www.gov.uk/government/consultations/williams-shapps-plan-for-rail-legislative-changes-to-implement-rail-reform>

*Response to the consultation on legislation to implementation rail transformation from the Urban Transport Group*, August 2022, available from the UTG website here:

<https://www.urbantransportgroup.org/resources/types/consultation-responses/response-consultation-legislation-implement-rail>

Department for Transport City Region Sustainable Transport Settlements confirmation of allocations, April 2022, available here:

<https://www.gov.uk/government/publications/city-region-sustainable-transport-settlements-confirmed-allocations>

Department for Transport City Region Sustainable Transport Settlements confirmed delivery plans, July 2022, available here:

<https://www.gov.uk/government/publications/city-region-sustainable-transport-settlements-confirmed-delivery-plans-and-funding-allocations>

## **12. Appendices**

Appendix 1 West Yorkshire response to Consultation on Legislation to Implement Rail Transformation

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# Consultation on Legislation to Implement Rail Transformation

**The Williams-Shapps Plan for Rail**

**Consultation Response**

August 2022

# Introduction

The West Yorkshire Combined Authority welcomes the opportunity to comment on this consultation. The Authority has long supported the need for wholesale reform of the railway.

## Rail reform

The Combined Authority's objectives for industry reform submitted to the Williams Review were the need for:

- clarity of objectives for the railway: social, economic, and environmental and permeating the railway from top to bottom;
- network outputs driven by these objectives (without conflicting incentives);
- value for money in day-to-day operation and in delivery of new infrastructure;
- a coordinated and integrated rail system with a 'controlling mind' with clear lines for influence and accountability;
- a railway operationally independent of government (but accountable to it nationally and regionally), with a focus on investing in skills and research; and
- devolution to ensure that objectives reflect local priorities and conditions, with accountability to those most affected by the railway

The Combined Authority therefore welcomed the proposals set out in the Plan for Rail, which could go a long way to delivering against the objectives above through the proposed formation of Great British Railways.

## Summary

The railway is central to West Yorkshire's ambitions to deliver on our shared economic and social objectives for levelling-up and to achieving our environmental objectives, including delivery against net-zero targets.

In many respects, for the places it serves, the railway performs the function of a mass transit network in West Yorkshire, connecting communities to the jobs and opportunities in the major centres, supporting sustainable growth and development. Almost 7 in 10 people using trains in West Yorkshire are making trips to other places within West Yorkshire, underlining the local importance of the services the railway provides for work, for education, and leisure.

**Great British Railways must therefore have an explicit role and remit in contributing to delivery of regional economic, social, and environmental objectives, and to be accountable for doing so. This needs to be reflected in the legislation.** Securing an explicit link in the primary legislation to delivery of Local Transport Plans and the Transport Strategies of Sub-National Transport Bodies such as Transport for the North is an obvious opportunity for this.

Strong local partnerships, particularly in the city regions where Mayors and Mayoral Combined Authorities are developing clear and ambitious transport plans for their areas are central to fully realising Great British Railways' potential. **Reform creates the opportunity for the radical simplification needed to ensure that Metro Mayors and their local partners can do business with the railway.** Achieving this relies on strong internal devolution of decision-making within Great British Railways.

Delivering a joined-up London-style integrated and affordable public transport network for West Yorkshire is central to our plans to transform the opportunities for the people and places of West Yorkshire. The Combined Authority continues to invest alongside its partners in the local railway, with a multi-million-pound programme in improving accessibility, in station improvements, in ticketing, and in new stations. **Great British Railways must realise the opportunity to increase cost effectiveness and efficiency in the railway, increasing the case for local co-investment.** Devolved decision-making, industry simplification and increased cost efficiency could unlock huge potential in local partnership working to transform the role of stations.

Great British Railways must achieve these things as part of a national network. It is important that it delivers and is accountable for growing passenger numbers and increasing rail freight nationally. **To do this effectively, and to realise the full potential of the ‘guiding mind’ it is important that it operates at arms’ length from government.**

This must include maximising the potential for Great British Railways to properly co-ordinate enhancement, renewals and operational expenditure. **The investment disconnect promoted by the current Rail Network Enhancement Pipeline approach must be challenged.**

The consultation excludes local partnerships from its scope, as an area not requiring changes to primary legislation. However, **this submission offers practical ways in which the primary legislation, proposed governance framework and business planning process set out in the consultation can provide the basis for effective joint working locally.** These will be important mechanisms to ensure the railway is responsive to local needs and opportunities and these will be key levers for effective local partnerships.

### The Case for Devolution

The **Urban Transport Group** (UTG) is also submitting a consultation response on behalf of its members, including the West Yorkshire Combined Authority.

The Combined Authority endorses the UTG response, in particular the strong case made for the value of devolution, and the importance of ensuring rail reform maximises the potential for rail to perform a strong role in local integrated transport networks, contributing to the delivery of local priorities and objectives.

This case is also set out in UTG’s publication ‘*Making rail reform work for people and places in the city regions*’, December 2021, available here:

<https://www.urbantransportgroup.org/resources/types/reports/making-rail-reform-work-people-and-places-city-regions>

## Consultation responses

### Q1: Does the scope of the proposed designation of Great British Railways as an integrated rail body appropriately capture what you would expect for an effective guiding mind for the railways? (Paragraph 2.6) Please explain

The scope set out appears to be consistent with the objectives of the Plan for Rail, which the Combined Authority broadly supports.

It will be important for primary legislation to secure the separation of the integrated rail body from the department, as an arm’s length body, to secure the degree of operational independence and accountability that the Plan for Rail envisages for Great British Railways.

As set out in the introduction, the Combined Authority strongly supports the need for Great British Railways to have this operational independence, as long as the proposed framework of accountabilities is effective.

### Q2: Are there any other factors Great British Railways should balance and consider as part of its public interest duty? (Paragraph 2.9) Please explain

The Combined Authority would expect the public interest duty to specifically include a duty on Great British Railways to materially contribute to the delivery of the adopted Local Transport Plan (LTP) and programmes of local transport authorities (LTAs) and of the adopted Transport Strategy of sub-national transport bodies (STBs).

The requirement for and the role of LTPs and the transport strategies of STBs is set out in primary legislation. They are the fundamental building blocks of local transport policy and programmes, developed to ensure transport activity responds to local social, economic and environmental priorities. The rail network and the services it provides are a fundamental part of the local transport mix in many areas, and some of rail's most important contributions to social, economic (including levelling up) and environmental objectives are at the local level.

Meeting identified needs and priorities locally is an effective way to maximise social and economic value nationally in aggregate, as well as ensuring best overall value from the funding devolved to LTAs and local contributions, including via mayoral combined authorities. LTPs are the strategic basis of billions of pounds of local transport investment by LTAs across numerous programmes. Ensuring co-ordination of expenditure can drive value for money and increase overall effectiveness.

Such a requirement, included in the scope of topics to be elaborated in the licence, could provide the foundation of strong and effective local partnership working between Great British Railways and local transport authorities. It would provide Great British Railways with a direct interest in participation of development of local policies and programmes. The requirement would also give ORR a role in ensuring the duty was being fulfilled.

It would also be appropriate to include an explicit link to delivery of the 2050 target for net zero set out in the Climate Change Act 2008, given the important role that transport, and rail have in delivering against this target.

**Q3: Do you support the proposal to include a power in primary legislation to enable Scottish and Welsh Ministers to delegate their contracting authority to Great British Railways, subject to the terms of delegation being mutually acceptable to ministers in the Devolved Administration(s) and the Secretary of State? (Paragraph 2.17). Please explain.**

No response provided since this is a matter outside the geographic remit of West Yorkshire Combined Authority.

**Q4: Do you have any views on the proposal to amend Section 25 of the Railways Act 1993 to enable appointment of a public sector operator by Great British Railways by direct award in specific circumstances? (Paragraph 2.18) Please explain.**

The proposal set out is a pragmatic response.

The Combined Authority agrees with the reasons set out to justify this approach in paragraph 2.18 - namely that there will be instances where a direct award to a public sector operator is the most affordable or effective approach. There is no practical justification to indicate otherwise.

The Combined Authority also offers explicit support to the UTG response, including the role of local transport authorities in requesting that Great British Railways makes use of this power in instances of under performance by an operator.

**Q5: Do you support the proposed amendments to Regulation 1370/2007, which are i) reducing the limitation period for the challenge remedy, ii) introducing a remedy of recovery to accord with the new UK subsidy regime, iii) clarifying who may bring a claim, iv) retaining the ability to make direct awards under Article 5(6), and v) clarifying the PIN notice period? (Paragraph 2.20) Please explain.**

Overall, the West Yorkshire Combined Authority supports these provisions to the extent that they are intended to support fair and transparent procurement processes, that are effective, timely, and proportionate.

Specifically, the Combined Authority supports the reintroduction of Articles 5(6) and 7(3) (direct awards) for the reasons set out in the consultation; recent experience has demonstrated the practical benefit of these powers. Indeed, from time-to-time there may be situations where Great British Railways finds this is the most effective response (e.g., for co-ordination of major network and service changes) in fulfilling the 'guiding mind' function.

The Combined Authority supports the UTG proposal that local transport authorities should be consulted in instances where such an action may materially affect its interests.

**Q6: Do you support the proposed statutory duty on ORR to facilitate the furtherance of Great British Railways' policies on matters of access and use of the railway, where these have received Secretary of State approval? (Paragraph 2.38) Please explain.**

The Combined Authority supports this proposal. As set out, it is a pragmatic mechanism to ensure the regulatory framework contributes to the overall objectives set out by the Secretary of State for the railway. A process which operated to separate criteria would risk driving complexity and potentially undermine the aims of the Plan for Rail.

This approach places onus on ensuring that the public interest duty (Question 2) makes specific reference to promotion of freight on the railway and the associated economic and social benefits that growing the rail role in freight movements offers.

As set out in the UTG response, it will be important as part of the mechanism to ensure equitable allocation of costs to avoid distortion between local / regional services and inter-city services.

**Q7: Noting we will consult separately on the use of the power to amend the existing Access and Management Regulations, are you aware of any immediate essential changes that are needed to these Regulations to enable Great British Railways to deliver its guiding mind function? (Paragraph 2.44) Please explain.**

The Combined Authority agrees that changes are likely to be needed to the legal framework (whether EU-derived or otherwise) to enable the railway to become more efficient and focused on its end-users – and, in particular, to support the 'guiding mind' function envisaged for Great British Railways, ensuring a joined-up approach between track and train.

**Q8: Do you agree with the proposed recasting of ORR's competition duty to better reflect public sector funding? (Paragraph 2.49) Please explain.**

The Combined Authority agrees in principle, and this should recognise public sector funding as a whole, not just from central government.

There are instances where open-access operators have provided new connectivity which did not previously exist; in West Yorkshire Grand Central services are highly valued for this reason. However, competition "for the sake of it" between operators, as opposed to rail competing with

alternative modes to provide the best overall public transport offer, is not inherently desirable. The “guiding mind’s” remit should expressly include the ability to design overall service concepts (ideally in partnership and working across other public transport modes) that are in the passenger’s best interests and in keeping with the overall objectives set for rail, including but not limited to cost-efficiency.

This may imply less rather than more competition. So, while public funding is not the only relevant criterion, it is sensible that it should be one. It is however essential that any such approach can also accommodate growth of rail freight.

**Q9: Do you support the proposal to include in legislation, a power for Great British Railways to issue directions to its contracted operators to collaborate with one another in circumstances where doing so could otherwise give rise to concerns under Chapter I of the Competition Act 1998, in particular, where this could lead to defined benefits to taxpayers and/or passengers? (Paragraph 2.54)**

In keeping with our previous answer, the Combined Authority support this. For the reasons set out above, much competition legislation is not appropriate to rail. The objective in establishing a ‘guiding mind’ is to secure greater co-ordination; integration rather than competition tends to lead to the best outcomes in terms of both strategic objectives and system-wide cost-effectiveness. It could also enable increased co-ordination with local public transport networks.

**Q10: Would Train Operating Companies be willing to share information and collaborate in the way envisaged without the proposed legislative provisions? What are the risks to them without the proposed legislation? Would the proposed legislative approach help to resolve these risks?**

Whilst this a question for the train operating companies (TOCs), the Combined Authority sees a real benefit in all TOCs being required to provide the same information. Whilst the rail industry does not provide a major opportunity for commercial competition, it is right to ensure an equal playing field with regard to shared information.

Any such information is also likely to be valuable to inform the more effective development of transport policy at the local and regional level.

**Q11: Are there any particular additional safeguards (in addition to the safeguards outlined in paragraphs 2.54 - 2.55) that you consider necessary to support the interests of third parties (including freight, open access and charter operators) or to otherwise protect passengers and/or taxpayers?**

The operators concerned will be best placed to answer the specifics of this question. However, the Combined Authority notes and supports the over-riding objective to enable Great British Railways to provide strategic direction to the whole railway. It is therefore important to ensure that narrow commercial interests are subordinated to this objective. Open access should be adding wider value to the overall service offer by demonstrably addressing / growing new markets.

The position with freight is different and clearly does need protection whilst the model remains one of private provision by open access operators. It is essential to achieving wider transport objectives that whatever safeguards are appropriate should be provided to ensure that the growth of rail freight is considered alongside passenger rail priorities.

Charter operators complement, rather than compete with, the core passenger offer, and play a small but valuable role especially in the leisure economy. There is therefore a good case for ensuring their interests are protected, commensurate with the scale of their role in the railway.



**Q12: How should we ensure that Great British Railways is able to fulfil its accountability for the customer offer while also giving independent retailers confidence they will be treated fairly? (Paragraph 2.61) Please explain**

Whilst encouraging competition in the ticketing retail market there also needs to be significant simplification of the fares offer. Complexity is a driver of confusion and makes rail ticket retailing unnecessarily difficult. Customers must have confidence that all products will be available via any channel or retailer. All providers should also be able to and be encouraged to provide multi-modal tickets.

The role of local transport authorities in providing multi-modal tickets must be protected and developed. Many LTAs manage and market multi-modal ticketing products such as the West Yorkshire Combined Authority's MCard via associated joint Ticketing Company arrangements with industry. It is important that Great British Railways continues to engage in and support these arrangements. These initiatives widen the market for rail, driving revenue and patronage, and contribute to transport objectives by encouraging multi-modal journeys.

**Q13: Does the proposed governance framework give Great British Railways the ability to act as a guiding mind for the railways, while also ensuring appropriate accountability? (Paragraphs 3.13) Please explain.**

The proposed framework follows the model for arms' length bodies, based on accountable, principles-based tasking. The Combined Authority supports the principle that Great British Railways should be operationally independent of, but be accountable to, the Secretary of State. This operational independence is crucial to realising the objective of 'guiding mind' set out in the Plan for Rail.

The governance framework should ensure that Great British Railways has good internal autonomy (and accountability) over its finances, as this is key to achieving the objective of improved value for money. This is important to the Combined Authority as an investor in the rail network. The Combined Authority also supports the need for strong internal devolution of decision-making in Great British Railways and has been working with UTG to support the case for this. Great British Railways should have the freedom to respond in the most effective ways in different places, but the principle of strong internal devolution should be enshrined in the governance framework. This will, in turn, provide the basis for strong partnerships with local leaders and transport authorities.

The provisions set out at paras 3.29 and 3.20 to ensure that any Guidance or Directions issued to Great British Railways are on the public record, with assessment by ORR as appropriate, will help to secure transparency and a proportionate level of engagement from government. The Combined Authority agrees that the Department for Transport's role should be more strategic (para 3.4), and that it should not get drawn into operational matters (para 3.29) to ensure Great British Railways can realise the 'guiding mind' role.

It is also important that Great British Railways' mandate is clear and well-understood, so that it can be effective in its role, and accountable for discharging it. This should include a clear expression of the relationship between the Secretary of State and Great British Railways.

Since the Licence, Guidance and Directions will be defined in primary legislation, the Combined Authority suggests there is merit in the primary legislation also placing a duty on the ORR to maintain and publish a combined single record of the content of the Licence, Guidance and Directions in force from time to time. This should also include the content of the relevant HLOS documents issued by funders. This should help ensure all parties provide a coherent and readily understood mandate to Great British Railways across the various governance mechanisms, and to mitigate against the risk of introducing mis-aligned requirements. Clarity and simplicity are central to accountability and in-turn effective decision-making; it must be clear 'who is in charge.'

**Q14: Do you agree with the proposal for Great British Railways' new duties to be captured in the licence and that primary legislation should require the licence to include specific duties in relation to accessibility, freight and the environment? (Paragraph 3.16) Please explain.**

The Combined Authority supports this approach, as set out in the response to Question 2 above. In particular, given the statutory role of LTPs, it seems appropriate that the legislation should require the licence to make explicit reference to Great British Railways having regard to adopted LTPs. This will provide a clear mechanism for ORR to hold Great British Railways to this requirement and would provide some confidence that Great British Railways will have specific interest in establishing effective local partnerships with local transport authorities.

The Combined Authority's reading of the consultation is that the list at paragraph 2.9 will be included in thematic scope of the licence, as defined in the primary legislation. The Authority offers support for all those themes. The Authority offers specific support as follows:

- maximising social and economic impact ('levelling-up') at the local level, not least to promote strong effective local partnership working;
- support for the carriage and growth of rail freight, to provide the essential mechanisms to secure freight's role in a network otherwise being specified by Great British Railways (as set out in response to Questions 6 and 11); and
- benefits of improving accessibility, as set out in response to Questions 20 and 21.

In the promotion of better co-ordination planning and transport decision-making, the Combined Authority also supports UTG's proposal that Great British Railways should be a statutory consultee in the planning process. Again, this would promote joint working and co-ordination at a local and regional level.

**Q15: Do you support the proposal to amend ORR's powers to exclude the ability to impose a financial penalty on Great British Railways for licence breach? (Paragraph 3.26) Please explain**

The Combined Authority supports this proposal, concurring with the reasons set out at paragraph 3.26 of the consultation.

To ensure transparency and incentivise compliance it would be valuable to place a requirement on ORR to publish a record of instances of where there is a breach of licence conditions.

**Q16: Please provide any feedback on the proposed business planning arrangements for Great British Railways.**

In its response to the Rail Review, the Combined Authority highlighted the problems caused by a lack of co-ordination between service and infrastructure planning and funding. The Combined Authority agrees with the Department's analysis that this is a driver of inefficiencies, leads to misaligned incentives, poor decision-making and increased costs (para 3.35).

The Combined Authority supports the overall approach to a five-year funding cycle, recognising that fiscal commitments in excess of five years are unlikely (although longer periods would offer a stronger basis for more effective investment planning). The important role of the Whole Industry Strategic Plan is therefore underlined for providing a long-term strategic context for the proposed five-year integrated Business Plan.

A major frustration with current arrangements is the disconnect between decisions on network enhancements (determined via the Rail Network Enhancements Pipeline - RNEP) and decisions on operations, maintenance, renewals and services. The Statement of Funds Available for PR6 largely excludes enhancements from its scope. Paragraph 3.36 implies that major enhancements funding will remain outside the scope of the business planning arrangements ('*continue to be separately governed*').

The RNEP process has tended to operate in isolation with little evidence of how it fits together as a coherent programme, frustrating attempts to co-ordinate other funding programmes (including within the industry) or providing supply-chain certainty, perpetuating high delivery costs. The Combined Authority is an important co-funder in the railway; its ability to invest alongside the industry is frustrated by lack of clarity over future investment plans.

Whilst the Combined Authority recognises that major government investment decisions will continue to need final approval through Departmental process, it is important that planning and development of major enhancements are led by Great British Railways, with as much decision making consolidated within Great British Railways as possible. Strong partnership working at the local level can then ensure this is properly co-ordinated with other transport investment, and wider plans for growth in places. This can be achieved by strong local input into business planning.

This is crucial to secure not only more integrated decision making between services and infrastructure (to address the disconnect between track and train inherent in the current structure), but to also ensure that the operational financial benefits (reduced operational expenditure and / or increased revenue) of network investment are properly quantified and weighed in decision-making (e.g., electrification projects, line-speed improvements etc), so the railway becomes more efficient and affordable. This is also required to ensure the interface between renewals and enhancements is properly managed, including the significant potential benefit of marginal increments delivered as part of renewals. There is also a strong case for better co-ordination of rolling stock decisions with enhancements (e.g. electrification). These are all examples which can and should make investment in the railway more cost effective and responsive to local needs.

The current framework was established to regulate and provide certainty for an industry structure which transferred significant risk to the private sector / institutions outside of government. As an initial step, the merit of evolving the existing periodic review process on a limited basis (para 3.37) is acknowledged. However, the framework should balance the need to be sufficiently defined to provide certainty over the five-year cycle to both the industry and funders, whilst not being so prescriptive that the benefits of consolidating accountable decision-making within Great British Railways (para 3.36) fail to be realised. It is likely that scope for a more fundamental reform will emerge (and be informed by) the benefit of experience of the operation of Great British Railways.

For the Combined Authority and its local partners, an important potential benefit of rail reform is to establish Great British Railways as the single accountable railway entity with which 'we can do business' locally (including agreeing co-investment). The same will apply for other third-party funders, maximising the opportunity for third party investment in the railway. Realising this will require the organisation to have sufficient autonomy to enter meaningful financial relationships.

**Q17: Will the proposed approach to independent scrutiny and challenge provide sufficient transparency and assurance that Great British Railways can be held to account? (Paragraphs 3.45 – 3.47) Please explain.**

In part yes. Making explicit reference to delivery of LTPs and the transport strategies of STBs in the license (see response to Questions 2 and 14) will help to secure scrutiny and challenge mechanisms for Great British Railways to be held to account for their role in contributing to local and regional objectives.

As a Mayoral Combined Authority with responsibility for economic development (through the West Yorkshire LEP) and transport (as Local Transport Authority for West Yorkshire), the Authority is rightly held to account by Government and the electorate for the achievement of its objectives and delivery. In this, the Authority is partly dependent on the successful delivery of a rail industry over which it has little formal scrutiny and challenge. Rail has an ongoing and increasingly significant role in delivering local economic, social and environmental objectives. It is therefore in the Combined Authority's direct interest to be able to hold Great British Railways to account. In West Yorkshire, a strong local partnership will be integral to this.

The Plan for Rail makes clear that the effectiveness of the industry relies on absolute clarity of accountability to the Secretary of State. Whilst this is understood, the role of ORR can and should bring independent scrutiny and challenge, and the Combined Authority supports the proposals for this role. This should include an assessment of Great British Railways' performance in building effective partnerships with local transport authorities and contributing to the delivery of local transport plans and programmes. The Combined Authority would expect to be party to such assessments to incentivise a strong and effective local partnership arrangement. The LTP duty proposed in the response to Question 2 would provide the basis for this.

The Combined Authority would also expect strong local accountability for Great British Railways' decision-making by local political leaders on behalf of places (passengers, but also non-rail users and local economies) in addition to the regulatory framework. The growing role and prominence of directly elected Metro Mayors means this mechanism can add value to regulatory accountability and is a further incentive for Great British Railways to build strong and effective partnerships locally. For this to work, there must be clarity of 'who is in charge.' Therefore, the Combined Authority supports the proposal for strong internal devolution of decision making within Great British Railways that manifests visible and accountable local leadership.

**Q18: Do you support the proposal to give ORR a statutory power to levy a fee on Great British Railways to cover the costs of ORR's functions which are currently funded through the network licence? (Paragraph 3.48) Please explain.**

The Combined Authority supports this proposal. It is important that regulators such as ORR are independent of government so that they are free to regulate effectively over the long term.

**Q19: Will the proposed changes enable Transport Focus to effectively undertake the role of independent passenger champion in the new rail industry structure? (Paragraph 4.8) Please explain**

The Combined Authority supports a strong role for Transport Focus as independent passenger champion. It is right this role should be reviewed and strengthened as part of the review process.

Whilst Transport Focus remains in a primarily advisory role it would seem unnecessary to formally constrain its representations and recommendations from having regard for value for money (para 4.7); that is a factor to be more appropriately weighed by statutory and budget-holding decision makers.

The Authority otherwise defers to Transport Focus' analysis of the changes.

**Q20: How can we ensure that accessibility is integral to Great British Railways' decision making and leads to cultural change in the rail industry? Please explain.**

As a requirement of its licence, it is proposed that Great British Railways will be required to provide accessible stations. Great British Railways need to have control over the funding mechanisms and not be restricted by short term bidding processes with restrictive requirements to ensure sensible prioritisation of accessibility improvements, and development of a pipeline of opportunities to improve cost effectiveness and efficiency of delivery. This would also offer a better basis for joint development of programmes of work at the local level, recognising that local transport authorities and their local partners are regular co-investors in access improvements. There is increasing expertise and information available, including station accessibility audits, providing a strong starting point.

Station accessibility, in particular, is an area where West Yorkshire Combined Authority has a strong track-record of investment and sees the formation of Great British Railways as an opportunity to form a strong local working relationship to both maximise the accessibility of the

network and fully realise the wider local potential of stations. Consistent funding will increase the opportunity to deliver access improvements efficiently alongside other enhancement or renewal activity.

**Q21: Do you support the proposal to expand DPTAC’s remit to become a statutory advisor to Great British Railways, as well as to the Secretary of State, on matters relating to disability and transport? (Paragraph 4.15) Please explain.**

The Combined Authority supports this proposal, noting that DPTAC itself welcomes this proposal, which is commensurate with the delegation of decision-making and budgets from the Secretary of State to Great British Railways. DPTAC as a representative group is well-placed to know what is required and are likely to have effective ideas (not all of them expensive) which will make journeys possible and easier.

**Q22: In addition to providing Great British Railways with powers to make “permitted information disclosures”, are there any other revisions to the Railways Act 1993 or barriers to promotion of open data that you consider need to be addressed? Please explain.**

The Combined Authority supports any progress in this area. The Railways Act 1993 is based on a model where revenue risk was transferred to private sector operators, and where commercial competition between contracted operators was a core part of the model. The Plan for Rail envisages neither of these things, which justifies a substantially more open approach to detailed patronage data. Any proposal for data to remain confidential must be strongly justified given the wider acknowledged public benefit of open data – the Combined Authority would welcome a transparent process to ensure this is the case.

The Combined Authority places a high value on open by default data, not least because it assists with Local Transport Plan duties. Rail industry data, including detailed patronage and revenue data will help the Authority develop more effective policies, and can secure more effective co-ordination across local transport modes. This is also relevant to the development of proposals for a Mass Transit network in West Yorkshire.

Open data promotes improved transparency (and therefore more effective) decision-making.

**Q23: Do you support the proposal to include a power in primary legislation to enable the ratification of the Luxembourg Rail Protocol? Please explain.**

The overwhelming objective in this context is to enable the railway to be a cost-efficient and coherent entity. While there may be scope for the Protocol to open new avenues of finance and procurement for rail rolling stock, it is important that rail legislation does not limit the options open to the railway. There are convincing arguments that the current system, deriving from the 1990s framework put in place under privatisation, is cost-inefficient, and tends towards perverse incentives as regards fleet strategy. It also militates against a ‘guiding mind’ strategy for rolling stock, such as cascades and the links between infrastructure planning and rolling stock policy – areas where the privatised industry has frequently struggled.

Future legislation needs therefore to be designed with all these priorities in mind, and a variety of solutions to rolling-stock procurement may emerge, including potentially a return to “traditional” outright purchase of equipment where this is most cost-effective – given that a move away from short-term franchises and towards a joining of track and train makes this a realistic option.

This points to a framework which offers the greatest possible flexibility to Great British Railways and local partners on the approach taken to rolling stock management and procurement.



**Tracy Brabin**  
**Mayor**  
of West Yorkshire

## Find out more

[westyorks-ca.gov.uk](http://westyorks-ca.gov.uk)

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