

TRANSPORT COMMITTEE

**MEETING TO BE HELD AT 2.00 PM ON FRIDAY, 14 OCTOBER 2022
IN COMMITTEE ROOM 1, WELLINGTON HOUSE, 40-50 WELLINGTON
STREET, LEEDS**

A G E N D A

- 1. APOLOGIES FOR ABSENCE**
- 2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS**
- 3. EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC**
- 4. MINUTES OF THE MEETING OF THE TRANSPORT COMMITTEE HELD ON 1 JULY 2022**
(Pages 1 - 10)
- 5. MINI-BUDGET - ACCELERATED SCHEMES**
(Pages 11 - 18)
- 6. BUS SERVICE REVENUE FUNDING AND EXPENDITURE**
(Pages 19 - 24)
- 7. BUS SERVICE IMPROVEMENT PLAN UPDATE**
(Pages 25 - 30)
- 8. BUS NETWORK PLAN - DEVELOPMENT UPDATE**
(Pages 31 - 40)
- 9. GOVERNANCE UPDATE**
(Pages 41 - 44)
- 10. MASS TRANSIT VISION 2040 STATUTORY CONSULTATION**
(Pages 45 - 50)
- 11. ACTIVE TRAVEL UPDATE**

(Pages 51 - 58)

12. THE MAYOR'S WEST YORKSHIRE LOCAL TRANSPORT PLAN

(Pages 59 - 64)

13. TRANSPORT POLICY UPDATE REPORT

(Pages 65 - 90)

14. PASSENGER EXPERIENCE UPDATE REPORT

(Pages 91 - 122)

Signed:

**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**

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: 14 October 2022

Subject: **Mini-Budget – Accelerated Schemes**

Director: Melanie Corcoran, Director Delivery

Author: Dave Haskins, Head of Transport Implementation

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 This report provides details on the projects/programmes that were highlighted in the recent 'mini-budget' which were stated as having potential for accelerated delivery, and includes details of areas where we believe scope may exist for acceleration.

2. Information

Mini-Budget

- 2.1 A 'mini-budget' was held on Friday, 23 September and included publication of The Growth Plan 2022. This included commitments to accelerate key transport projects around West Yorkshire, including Transpennine Route Upgrade, Leeds Station Enhancement, Northern Powerhouse Rail, new stations at White Rose and Thorpe Park, West Yorkshire Mass Transit, Leeds City Centre Cycle Improvements, and A650 Tong Street, Dawson's Corner Junction and Stanningley Bypass.
- 2.2 In August 2020, the Department for Transport established an Acceleration Unit. It's stated mission is to speed-up the delivery of transport infrastructure projects and the implementation of policy initiatives and programmes to deliver against the government's agenda to build back better, greener and faster from COVID-19, level up the UK and decarbonise transport. The 'mini-budget'

announcement follows up on this initiative in respect of projects where elements of the scheme funding have direct DfT oversight.

- 2.3 It should be noted that the majority of the Combined Authority's transport infrastructure funding has been devolved, such as through the West Yorkshire Transport Fund, Transforming Cities Fund and City Region Sustainable Transport Settlement. Progress on these programmes is monitored and reviewed through our own assurance process and reported to government. The schemes listed in the 'mini-budget' are those where there are elements of direct DfT oversight in terms of progress and/or project approvals.
- 2.4 The current status for each of the named schemes is provided below, including details around where we see potential for acceleration in terms of expedited project delivery.

Transpennine Route Upgrade (TRU)

- 2.5 TRU is a programme of investment to deliver a high performing, reliable railway for passengers, with more seats, more trains and faster journeys between Manchester and York via Huddersfield and Leeds. An update on the programme is included in Item 12.
- 2.6 The funding envelope for TRU has already been confirmed by government in the recent DfT announcement (from £2.9 billion to £9 billion). The project programme is well-developed and is entering into delivery phase with some physical works having already commenced. Construction and disruption will continue from now on all the way to late 2020s.
- 2.7 In terms of acceleration, DfT has already applied acceleration to the recent Transport and Works Act Order (TWAO) process between Huddersfield and Westtown in which Network Rail received TWAO approval 6 months in advance of the anticipated programme.
- 2.8 Opportunities for acceleration relate to future TWAOs which will be coming forward, including near Church Fenton, East of Leeds and Stalybridge to Marsden. Similar swift decisions will be required from Government in respect of these.

Leeds Station Enhancement

- 2.9 This is a programme to address the capacity issues for pedestrians and passengers within Leeds station to meet the requirements of the anticipated rail investment such as TRU and Northern Powerhouse Rail (NPR), as well as the projected growth in demand. We are waiting for government's confirmation of funding to progress further development works and enabling works as well as main construction works.
- 2.10 We have worked closely with DfT for a number of years on this project, and whilst the funding for the main construction is yet to be agreed, we understand the funding for further design and enabling work (£36.6 million) is awaiting

Ministerial sign off. Scope may therefore exist for an accelerated decision by DfT.

Northern Powerhouse Rail (NPR)

- 2.11 The Integrated Rail Plan (IRP) published in November 2021 set out a £96 billion investment programme covering HS2, TransPennine route upgrade (TRU), Northern Powerhouse Rail (NPR) and the East Coast Main Line. The IRP in its current form, aside from commitments to deliver TRU and upgrading the Calder Valley line between Leeds and Bradford, does not deliver the investment or infrastructure required to transform the North's rail offer. In the IRP, Bradford is excluded from the core NPR network and there is no commitment to a new HS2 station in Leeds, beyond a proposal to ensure that HS2 services will be extended to the city.
- 2.12 We are pleased therefore that in both a recent ITV Calendar interview and leadership hustings, the Prime Minister has recently committed to delivering NPR in full, with the promise of a new line between Liverpool and Hull via Bradford. The Prime Minister also said that the exact details would be released 'in due course'. What is less clear is if there is a similar commitment to deliver the rest of the NPR network which includes upgrades North of York and much improved links between Leeds and Sheffield. HS2 East would have delivered the NPR network between Leeds and Sheffield, a new station in Leeds and a new link to the East Midlands but the Government is silent on HS2 East proposals.
- 2.13 At the time of writing, we still have not seen the scope / terms of reference for the IRP studies looking at extending HS2 services to Leeds, Bradford – Leeds electrification and Leeds station capacity. In addition, whilst we support the positive announcements around NPR, it is not clear how these will be funded, the timescales or potential impacts they may have on the TRU programme given the £96 billion funding ceiling in the IRP or indeed if the latter is now superseded.
- 2.14 In terms of the scope for acceleration on NPR, it is encouraging that a new 'acceleration board' is being established in response to recent statements made by the Prime Minister. In terms of NPR development with DfT (previously through TfN), the Strategic Outline Business Case (SOBC) which includes Bradford NPR options, is due to be completed by the end of the year. We are not in a position to accelerate NPR. but line upgrades and a new Bradford station could be delivered faster.

White Rose rail station

- 2.15 This scheme which will deliver a new rail station at the White Rose Office Park in Leeds forms part of Government's 'Project Speed' (Swift, Pragmatic and Efficient Enhancement Delivery) initiative which was launched in Summer 2020 following the establishment of DfT's Acceleration Unit. This has involved close partnership working to expedite delivery of the scheme. The scheme utilises £5 million of new Stations Funding (NSF), together with a mix of wider

TCF funding and a developer contribution. Construction works at White Rose railway station commenced in March 2022 and are due to be completed by Summer 2023. This is with a view to the station being entered into service by December 2023.

- 2.16 Due to the scheme currently being on site, this presents limited opportunities for acceleration, although it will be used as a case study in looking at ways in which similar projects can be delivered more efficiently in the future.

Thorpe Park rail station

- 2.17 Work is underway in developing proposals for a new station at Thorpe Park on the Trans-Pennine line to the east of Leeds. The current (indicative) programme estimates construction works at Thorpe Park railway station to be underway on-site during Summer 2023 with a view to being completed by Autumn 2024. This could enable the station being entered into service by December 2024. These projected timescales will be confirmed by a contractor before the end of 2022.
- 2.18 The scheme is funded through WYTF and Leeds Public Transport Investment Programme (LPTIP) as well as £7 million from NSF. The Project Speed principles from White Rose station are also being applied here. Timely decisions and pragmatism are required from DfT in terms of agreeing solutions in terms of the interface between the station and TRU at this location. This includes key decisions around station design and seeking assurances around associated over-costs linked to ensuring that designs between the two schemes are fully future-proofed.

West Yorkshire Mass Transit

- 2.19 The West Yorkshire Combined Authority in collaboration with partner councils are developing a mass transit system which will offer a new public transport option and an attractive alternative to car travel. Following the submission of our City Region Sustainable Transport Settlement bid for £930 million in November 2021, the Combined Authority received its condition letter from the Department for Transport in April 2022 confirming that it had received an allocation of £830 million over the next five years, with £200 million of this being allocated to Mass Transit.
- 2.20 Work is underway with business case development, which is aiming to culminate with an Outline Business Case submission in 2025 and a TWAO submission in 2025/26. Lead times for the development and construction of any Mass Transit scheme are relatively lengthy. We are working with our delivery partners and district colleagues to streamline the development and delivery programme.
- 2.21 A key potential opportunity for programme acceleration is working closely with Government (DfT and HMT) to streamline the assessment of the business case and the TWAO. We are currently working with government to scope the best approach to providing government advanced access to the development of the business case and TWAO, and to jointly develop the process for

assessment. We will seek to agree with Government an upfront the timetable for their approvals and decisions to provide clarity of deliverability timescales.

Leeds City Centre Cycle Improvements

- 2.22 This scheme comprises c£7 million of short sections of cycle route across Leeds city centre plugging the gaps in previous delivery. Some elements have been delivered, some are on site and others due to come forward in the coming months for delivery.
- 2.23 At Full Business Case stage, the scope was required to be cut back to fit the available budget, which was approximately £3 million short of the overall £10 million cost. Scope for acceleration is therefore limited, other than exploring alternative sources to close the current funding gap.

A650 Tong Street, Bradford

- 2.24 City of Bradford MDC are developing the proposed improvements along a focused 1.5 km section of the A650 Tong Street between Knowles Lane and Westgate Hill (A651), which includes capacity, cycling and walking enhancements. This is a scheme that is part funded by WYTF (£4 million) and has applied for £20 million Major Route Network (MRN) funding from DfT through an Outline Business Case that was submitted to DfT in September 2020.
- 2.25 On 23 September 2022, DfT wrote to CBMDC to notify them that this scheme is on their list for acceleration, which will include “reducing the burden of environmental assessments, reducing bureaucracy in the consultation process and reforming habitats and species regulations, while still protecting individual rights and environmental needs. We will also be looking at business case and DfT internal governance processes”. In terms of potential for future project acceleration, we will be holding discussions with DfT to seek to gain devolved decision-making on this scheme going forward as falls within their stated thresholds. Beyond anticipated OBC approval a review of the project programme will also be undertaken to assess where further potential exists to expedite progress.

Dawson’s Corner Junction and Stanningley Bypass, Leeds

- 2.26 Leeds CC have developed proposals for proposed capacity, cycling and walking improvements to the Dawson’s Corner junction in West Leeds. This is a £46.363 million scheme that is part-funded by WYTF (£8.348 million) and has applied for £38.015 million of MRN funding from DfT through an Outline Business Case that was submitted to DfT in September 2020.
- 2.27 As with the above Tong St scheme, on 23 September 2022 DfT wrote to Leeds CC to notify them that this scheme is on their list for acceleration, which will include “reducing the burden of environmental assessments, reducing bureaucracy in the consultation process and reforming habitats and species regulations, while still protecting individual rights and environmental needs.

We will also be looking at business case and DfT internal governance processes". In terms of potential for future project acceleration, we will be holding discussions with DfT to seek to gain devolved decision-making on this scheme going forward as falls within their stated thresholds. Beyond anticipated OBC approval a review of the project programme will also be undertaken to assess where further potential exists to expedite progress.

3. Tackling the Climate Emergency Implications

- 3.1 One of the key aims of project development and delivery is to facilitate the decarbonisation of the transport sector, as well as encourage more travel by walking, cycling, bus and other sustainable modes in order to tackle the climate emergency
- 3.2 The Combined Authority has taken action to ensure all decisions we make include Climate Emergency considerations. For Combined Authority-led schemes, we have strengthened how clean growth and climate change impacts are considered as part of all schemes that come through the Combined Authority's Assurance Framework

4. Inclusive Growth Implications

- 4.1 One of the key aims of our projects and programmes is to improve connectivity and support the region's inclusive growth ambitions.

5. Equality and Diversity Implications

- 5.1 Supporting Equality and Diversity through ensuring the transport is attractive, inclusive and accessible for all is a key aim of projects that we develop and deliver.
- 5.2 Public engagement will prioritise engaging with seldom heard groups and, where possible, obtaining data on protected characteristics from participants, in order to strengthen the insights, it provides to support Equality and Diversity. Equality Impact Assessments are undertaken for all Combined Authority projects.

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 None arising through this report.

10. Recommendations

10.1 That the Chair of Transport Committee writes to the Secretary of State, Transport to provide an overview of the progress that we are making on the named schemes, and to set out what government input is required to support the principles of accelerating projects.

10.2 That Transport Committee welcomes the establishing of an NPR 'Acceleration Board' locally to support expedited decision-making and progress on this key scheme.

11. Background Documents

There are no background documents referenced in this report.

12. Appendices

None.

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Report to: Transport Committee

Date: 14 October 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 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 This report updates the position regarding Government funding for bus services and the implications for service delivery.
- 1.2 The report also sets out some of the specific financial pressures impacting on spend on bus services updates the meeting on this and the actions taken to address additional costs emerging from the situation.

2. Information

Bus Service Funding

- 2.1 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 April to October, £1,014,544 for the October to December period. The DfT has indicated that funding is available for January to March 2023 but prioritised to areas where there is greatest need.

- 2.2 Bus patronage has not returned to pre-pandemic levels and inflationary pressures are driving up the cost of bus operation. Whilst the extension of Government funding has postponed many of the service cuts that would have occurred, Arriva and First still made service reductions at the start of October. Around 11% of the bus network is currently not financially viable and will be at risk when the funding ends unless a significant uplift in passenger revenues is experienced.
- 2.3 No mention has been made in recent Government budget announcements about continued funding for bus services beyond March 2023 and there remains a threat to marginal services if funding is not available. It is proposed that the Chair of Transport Committee writes to the new Secretary of State asking that a clear funding plan for bus services is included in the Government's forthcoming fiscal review.

Combined Authority Bus Service Expenditure

- 2.4 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%
 - it has been necessary to commission several services in response to the withdrawal of commercial services.
- 2.5 A further virement of £992k from the concessionary fare budget was approved in September to meet the additional costs largely incurred due to the collapse of CT Plus and additional costs arising to provide home to school transport for the new academic year.

CT Plus Yorkshire

- 2.6 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. Arrangements have been made for these services to resume from 3 October 2022 at an additional cost of £72k pa.
- 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

Home to School Transport Costs

- 2.7 School transport arrangements for the new academic year have new 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.
- 2.8 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.

Concessionary Fare Expenditure

- 2.9 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.
- 2.10 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 and enables the initial funding for the Mayors Fares initiative.

Anticipated Cost Pressures In The Remainder Of The Year

- 2.11 As set out in an accompanying paper to this 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.
- 2.12 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
- 2.13 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.
- 2.14 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.
- 2.15 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. Costs this year have been supported by Government funding as set out in 2.1, uncertainty about Government funding is adding to the cost pressures for the CA.
- 2.16 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 discussions over the autumn
- 2.17 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 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 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 the Chair of Transport Committee writes to the Secretary of State for Transport urging that a clear funding plan for bus services is included in the Government's forthcoming fiscal review

10.2 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.



Report to: Transport Committee

Date: 14 October 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 8th 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 at the end of October 2022. The Combined Authority approved the Enhanced Partnership scheme for consultation at its meeting in July 2022.
- 2.7 Subject to approval by Combined Authority on 21 October, it is proposed that Transport Committee be delegated authority to approve the Bus Service Improvement Plan in accordance with the Assurance Framework.

The Mayor’s Fares Proposal

- 2.8 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.”

- 2.9 The “Mayor’s Fares” were launched on the 4th 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.
- 2.10 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.
- 2.11 Arrangements have been made with bus operators to collect the necessary data and to agree the methodology by which they would be reimbursed from the BSIP funding award. These arrangements will involve making provisional payment of c£1million per month in the first three months which will then be reviewed for the remainder of the first year. Around 10,000 people per day are benefiting from the £2 fare and almost everybody who bought a day ticket is saving money. A full analysis of passenger use will be provided after the first three months of operation.
- 2.12 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

- 2.13 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 11 November meeting. The decision to delegate the approval of the strategic outline case to Transport Committee was taken from the Chief Executive of the Combined Authority in lieu of the 9 September Combined Authority meeting and in order to expediate delivery.
- 2.14 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.

- 2.15 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
- 2.16 Subject to the Combined Authority meeting on the 21 October 2022, delegated authority is to be provided for approval of the strategic outline case to the Transport Committee.
- 2.17 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 4th 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.
- 6.3 The current financial challenges for the Combined Authority in funding bus service provision are set out in an accompanying paper to this agenda. Bus patronage has not returned to pre-pandemic levels and inflationary pressures are driving up the cost of bus operation. Whilst the extension of Government funding has postponed many of the service cuts that would have occurred, Arriva and First still made service reductions at the start of October. This places pressure on the Combined Authority to fund service replacements and may necessitate the deployment Bus Service Improvement Plan funding to stabilise the position.

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 Committee notes 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 Committee notes 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, subject to the agreement of the Combined Authority at its meeting on the 21 October 2022, 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.



Report to: Transport Committee

Date: 14 October 2022

Subject: **Bus Network Plan - development update**

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 the 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 The existing commercially-led bus network is failing to deliver what the West Yorkshire region needs. Bus use is in long-term decline and struggling to recover fully from the impacts of the Covid-19 pandemic. Increasing public sector funding support is therefore required to maintain even the existing network of services which is, ultimately, not delivering on our ambitions for patronage growth, modal shift and to support inclusive economic growth region-wide.
- 2.2 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.

- 2.3 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).
- 2.4 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

- 2.5 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, and caters for the complexity of modern travel patterns and different passengers’ need. 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.
 - Local “SuperBus” networks, with cheaper fares and priority on the roads.
 - More pilots of demand responsive FlexiBus services.
- 2.6 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

Network	Weekday service hours	Current	By 2025
Core	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
Other services	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

2.7 More information is available on the Combined Authority’s ambitions for the West Yorkshire bus network in section 4.3 of the Bus Service Improvement Plan.

Bus network development plan

2.8 As reported at the meeting of Transport Committee in July 2022, the Combined Authority is 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.
- **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.

2.9 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 (over three financial years) to transform the network and the annual tendered services budget, as well as respond to potential service cuts by commercial operators when Bus Recovery Grant funding ends in 2023.

- 2.10 Furthermore, the key outcome of this will be the Combined Authority investing in the network in a way that is more specifically tailored to the needs of our communities, and supportive of ambitions to improve the socio-economic benefits that the bus system offers the region.

Network funding support

- 2.11 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.
- 2.12 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.
- 2.13 On 19 August Government announced that funding will be extended for a further six months. Whilst the extended funding has prevented a widespread loss of service in October 2022, unless there is a further overall uplift in passenger revenues, this risk to the network remains albeit at a later date. Furthermore, operators have still proceeded with smaller scale cuts to service provision despite the funding extension.
- 2.14 Inflationary pressures are also being felt in the bus network increasing the cost of operation which will impact on service viability. It has been necessary to increase the Combined Authority budget for socially necessary services in response to this.
- 2.15 It will be necessary to complete the development of the Bus Network Plan by the end of the calendar year to shape the programme of service improvements funded by BSIP to ensure they are implemented by March 2023. Following this a full review of socially necessary bus services, and the tendered services criteria by which the Combined Authority chooses to fund them, will proceed during 2023/24.

Activity update

- 2.16 As part of the development of the bus network plan, a number of specific points are currently being worked through by the Combined Authority. These include:
- The socio-economic and other factors we should compare existing bus provision against to identify the key areas requiring improved bus connectivity.
 - The principles and standards we should use to define good/aspirational connectivity.
 - The criteria we should use to prioritise investment in the network.

- The long list of proposed network improvements – including new and enhanced services / routes.

2.17 These topics are explained in more detail in the following sections of this report.

Bus connectivity standards and principles

2.18 The Combined Authority is working to set standards and principles for what it judges to be good bus connectivity / accessibility. Elements being 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

2.19 This will help the Combined Authority to define which journeys we should be seeking to fulfil by bus and which would be better served by other modes, as well as the standards people should expect, attracting them to bus where it is appropriate to their travel needs.

2.20 The following points are provided as examples of what policy positions may be agreed on through this work:

2.21 **Good bus connectivity** between your current location and destination means:

- The bus stop is 400m or less away.
- The service frequency is every 30/15/10 minutes (max 30 min wait at the bus stop).
- Destination reachable in 60mins or better.
- Requires 2 service changes or less.
- Journey time is 125% or better relative to the same journey by car.

2.22 We should support enhancing services to provide **good bus connectivity** on local journeys:

- Over 1 mile and under 25 miles.
- Between the five district centres.
- From town centres and other strategic locations to their nearest district centres.
- Between 5am-9pm Monday to Friday, 7am-7pm Saturday/Sunday.

2.23 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 and identification of key areas for improved connectivity

- 2.24 Work has also been ongoing to understand and evidence existing bus connectivity across the region.
- 2.25 This data-led work has sought to understand connectivity (essentially using data to map where bus passengers can travel to within 15, 30 and 60 minutes) from 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.
- 2.26 Work is now underway to identify priority areas for improved bus connectivity by scoring existing bus service provision alongside other factors. Factors include levels of deprivation; population density and predicted housing growth; employment opportunities; levels of disposable income and income spent on travel; existing local bus patronage and commercial sustainability; local car ownership levels; and connectivity to public services and other modes of public transport.
- 2.27 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.

Route suggestions long list and funding prioritisation

- 2.28 The next major stage of work involves the development of a long list of suggestions for new or enhanced services / routes, and the process for prioritising investment into these – which will ultimately help define the five-year network plan.
- 2.29 A long list of suggestions is in development and has been built initially from proposals provided by the Combined Authority's Transport Services team, District Councils, local bus operators and the public via the Mayor's Big Bus Chat.
- 2.30 It is proposed to prioritise funding these services via two distinct frameworks and budgets:
- **The BSIP funding criteria** – aimed at promoting transformative enhancements, which radically improve local bus connectivity in line with the strategic ambitions outlined in the BSIP.
 - **The tendered services funding criteria** – aimed at providing, and raising the basic standards of, socially necessary but commercially unviable bus connectivity across the region. This will update the existing standards which the Combined Authority used to determine investment of its tendered services budget - and thus may reshape the existing tendered network - with a greater focus on community need and inclusivity.

2.31 The exact details and methodology that will inform the frameworks are still in development but the different factors it is proposed that the two criteria's will value are outlined in Table 2 below.

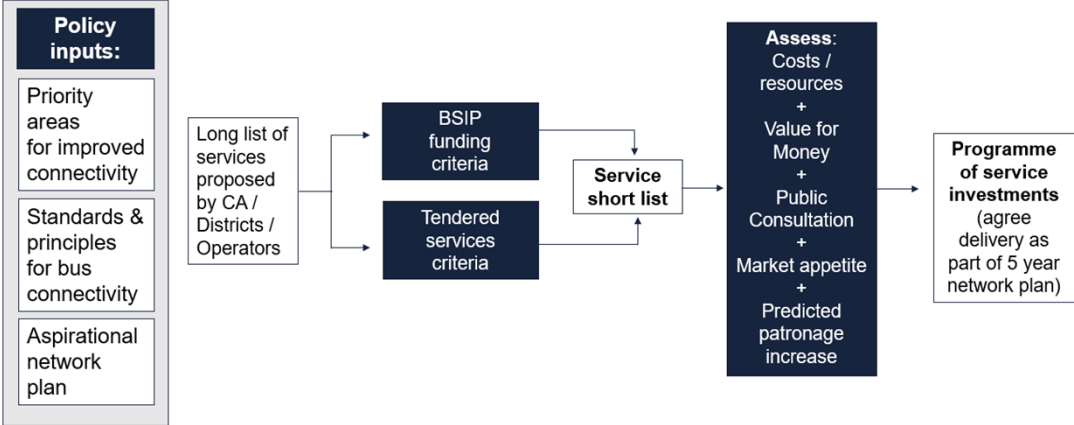
Table 2 – Proposed bus network funding prioritisation criteria

Funding prioritisation criteria	What the criteria values:
Tendered services	<ul style="list-style-type: none"> • Commercially unviable services. • Response to service withdrawals. • New or improved connectivity between 7am-7pm, Monday-Sunday. • Provides links to the core network and the nearest transport hubs. • The number of new households brought within 400m of the bus network. • Improved connectivity to employment areas. • Affects a 'priority area' for improved connectivity. • Alignment with the 'aspirational network'.
Bus Service Improvement Plan (BSIP)	<ul style="list-style-type: none"> • New or enhanced services. • Commercial sustainability beyond the initial funding period. • Improved service frequency, in line with BSIP targets – inc. 10 minute or better services. • Expands and improves consistency of Core Network provision between 5am-7am/7am-7pm/7pm-9pm. • Expands network provision between 9pm-5am • Expands network provision on Saturday / Sundays • The number of new households brought within 400m of the Core Network. • Improved connectivity to employment areas and other modes of public transport. • Affects a 'priority area' for improved connectivity. • Provides 'good bus connectivity', as per the agreed standards and principles, to key destinations. • Alignment with the 'aspirational network'. • Alignment with existing or planned investment in bus priority measures / highway infrastructure schemes.

2.32 Following the prioritisation of suggestions via the frameworks, they will be assessed against other factors such as the cost and resources required to deliver them, value for money, public consultation, market appetite to deliver these services and the predicted patronage increase.

2.33 Figure 1 outlines the overall process proposed, from the background policy inputs, to developing the long list of services, prioritisation via the two funding criteria, and ultimately, agreement of investment as part of the five-year network plan.

Figure 1 - Draft process for developing the five-year network plan



2.34 Furthermore, bus operators will be engaged to understand whether there is appetite to deliver any of the service proposals independently on a commercial basis, or whether there are any reciprocal improvements they may wish to make in response to Combined Authority funding, before finalisation of the five-year network plan.

2.35 This is in addition to the full-scale review of the all the Combined Authority’s current socially necessary tendered services, which will follow throughout 2023/24.

Next steps

2.36 Additionally, external support is being procured to help map and cost the Combined Authority’s future 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. This will seek to incorporate the full spectrum of our strategic transport ambitions, including those set out in our BSIP and Local Transport Plan, such as better multimodal integration.

2.37 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.

2.38 “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.

- 2.39 The Enhanced Partnership with bus operators will be the mechanism used to negotiate and seek delivery of the plan.
- 2.40 Table 3 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 3 – Activity plan for development of the Bus Network Plan

Date	Activity
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.
November - December 2022	Local Engagement Forums with District councillors.
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, including development of the funding criteria to prioritise investment in services.

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.



Report to: Transport Committee

Date: 14 October 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:

Deputy Chair	Thematic roles
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: 14 October 2022

Subject: **Mass Transit Vision 2040 Statutory Consultation**

Director: Kevin Murray, Interim Director - Mass Transit

Author: Chris Dunderdale, Transport Planer

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 type="checkbox"/> No

1. Purpose of this report

- 1.1 To update the committee on the proposals for statutory consultation on the Mass Transit Vision 2040 document in October 2022.

2. Information

- 2.1 The Mass Transit team are planning a statutory consultation exercise with Comms and Consultation colleagues on the latest version of the Mass Transit Vision 2040 document. This is scheduled to take place from 17th October 2022, and will run for 12 weeks. The consultation will focus on presenting the updated Vision to statutory consultees, stakeholders, and the public.
- 2.2 The consultation will be undertaken by the Combined Authority with support from our district partner councils and is being led by Tracy Brabin, Mayor of West Yorkshire, Councillor Susan Hinchcliffe, Chair of Transport Committee and Councillor Manisha Kaushik, Deputy Chair of Transport Committee.
- 2.3 The timing of this consultation also coincides with the Chancellor reaffirming the Government's commitment to major transport schemes in our region, including Mass Transit for West Yorkshire.

Mass Transit Vision Consultation to Date

- 2.4 As members will be aware, alongside the Connectivity Infrastructure Plan, a Mass Transit Vision 2040 was produced. The purpose of the Vision was to outline plans for Mass Transit and how this relates to the wider vision for the future of transport in West Yorkshire. It builds on the connectivity concepts

outlined in the Connectivity Infrastructure Plan and is based on the same evidence and 'case for change'.

- 2.5 An initial version of the Mass Transit Vision 2040 document was published in January 2021, as part of the wider West Yorkshire Connectivity Infrastructure Plan engagement. We received 7,800 responses to our surveys, polls, the interactive map and other stakeholder feedback. It is the largest engagement response of its type that the Combined Authority has received.
- 2.6 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 the engagement and wider work on the programme, a number of changes have been made to the Mass Transit Vision document. This has resulted in the addition of new pages, and several updates required to reflect the current status of the programme.
- 2.7 The update to the Mass Transit Vision document sits within the wider workstream to establish our approach to consultation for the Mass Transit Programme. Mott Macdonald have been commissioned to work with Mass Transit team to meet the consultation and engagement needs of the programme.

October 2022 Statutory Consultation

- 2.8 The consultation is scheduled to begin week commencing 17th October 2022 and will run for 12 weeks. The consultation will be hosted on Your Voice, the Combined Authority digital engagement hub. The dedicated consultation page will provide access to the updated Mass Transit 2040 Vision document, alongside FAQs, further information, and a Q&A tool. The main purpose of the consultation will be to seek support for the adoption of the Mass Transit 2040 Vision. The consultation will be targeted towards a set list of statutory consultees, as well as other wider stakeholders. It will also be open to the public to comment further, via the dedicated Your Voice page and survey.
- 2.9 As part of the statutory consultation, there is a requirement to consider the audience and that the plan should be clear, use plain language and limit the use of industry jargon. The consultation should involve and consult with disabled people and so there should be formats available for them to do so. Consideration should also be given to how to tailor consultation to the needs and preferences of particular groups, such as older people, younger people or people with disabilities that may not respond to traditional consultation methods. These aspects have been considered in the preparation of the Mass Transit Vision 2040 document however if specific requests for additional assistance are received this will be supported as necessary.
- 2.10 Local Transport Plan (LTP) consultation is also planned to commence in early in 2023. The Mass Transit Vision consultation is intended to provide a statutory footing for the Vision to be adopted as part of the LTP.

Work to Date

- 2.11 A stakeholder mapping exercise for statutory consultees has been undertaken and will continue to develop for wider stakeholder engagement.
- 2.12 Consideration has also been given to other stakeholder groups based on wider internal knowledge and previous engagement. Stakeholders are then

categorised for further stakeholder engagement as part of the development of a wide stakeholder base.

- 2.13 Whilst all statutory consultees will be invited to engage in the process, for those that are unlikely to be of relevance, it was agreed that we will write to them to confirm whether they would like to be involved as a means of achieving a broad base of endorsement.

Next Steps

- 2.14 Statutory consultees will be invited to engage with and participate in the statutory consultation on the Mass Transit Vision 2040 document. This will be a formal request to engage sent via letter/email, and they will be directed to the material made available on the Your Voice webpage. Responses from other stakeholders and the public will be via notification on social media and the CA website directing participants to the Your Voice webpage.
- 2.15 A comprehensive stakeholder management strategy is being prepared to ensure all statutory consultees and stakeholders are engaged with appropriately. This will include approach to EDI consultees.
- 2.16 Explanatory supporting narrative for the statutory consultation will be developed, to be used on the Your Voice page, as well as the CA website. This will be public-facing and guide the interested participant accordingly.
- 2.17 This will include an overview of the Mass Transit project so far, how previous engagements/consultations have informed the current thinking, and the next steps for the project and consultation phases.
- 2.18 This will include FAQs in anticipation of potential general questions raised by consultees, stakeholders, and the public, and to assist the participant in engagement.

West Yorkshire Mass Transit Programme Business Case Development

- 2.19 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.
- 2.20 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.
- 2.21 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.

- 2.22 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

- 2.23 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.
- 2.24 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.
- 2.25 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
- 2.26 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 Equality, Diversity and Inclusion Strategy Development

- 2.27 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

3. Tackling the Climate Emergency Implications

- 3.1 Carbon emissions generated by transport are currently at levels that, without significant intervention and changes to processes, a net zero carbon future by 2038 will not be achievable. Road transport is the biggest contributor to roadside air pollution with cars being the largest source of emissions. To meet the 2038 net zero target, and even with a shift to zero/low emission vehicles, analysis suggests that a reduction of total vehicle kilometres exceeding 20% is necessary, accompanied by an increase in the use of sustainable modes (walking and cycling) and public transport. Transit also has the opportunity to support improvements to air quality and contribute to carbon reduction

goals by providing an attractive lower carbon, lower emission transport option. Increased capacity provided by transit will allow for additional capacity on congested corridors, which affords the opportunity to improve vehicle flows which in turn will improve air quality.

4. Inclusive Growth Implications

- 4.1. A central common theme of the Connectivity Plan, and Mass Transit Vision as part of that, is that investment in transport accessibility will make a positive contribution to driving forward inclusive growth. Our approach to transport seeks to provide practical alternatives to the private car that will help to tackle air quality issues and help provide access to jobs and education, especially for people currently less likely to access these opportunities. Our plans particularly focus on how to support the hardest to reach communities to realise economic opportunities.

5. Equality and Diversity Implications

- 5.1. Through the Combined Authority's role in managing the delivery of the Transport Strategy, the Connectivity Plan and bidding for funding, focus will be placed on ensuring that equality and diversity needs are addressed, with a particular emphasis on improving accessibility for all.

6. Financial Implications

- 6.1 The costs of consultation will be met by the City Region Sustainable Transport Settlement allocation for Mass Transit.

7. Legal Implications

- 7.1 In 2017, the Combined Authority adopted the West Yorkshire Transport Strategy 2040, setting out our policy framework for improving transport. The transport Connectivity Infrastructure Plan is an extension of this, setting out a delivery plan and long-term pipeline of transport infrastructure improvements to improve connectivity in our region.
- 7.2 The West Yorkshire Transport Strategy 2040 represents the statutory requirement placed on the Combined Authority as the West Yorkshire Local Transport Authority to produce a Local Transport Plan (LTP) setting out the policy framework and overarching strategy for improving transport.
- 7.3 The Connectivity Infrastructure Plan is a delivery implementation plan for Transport Strategy 2040. The Transport Strategy and the Connectivity Infrastructure Plan have been developed with the input of each of the five partner councils and both reflect the partner councils' growth plans and priorities for investment.

8. Staffing Implications

8.1 There are no staffing implications directly arising from this report. However, As part of our ongoing work to create a new directorate for Mass Transit, the existing Mass Transit team structure sits within the Policy and Development directorate and will be transferred into the new Mass Transit directorate through the usual management of change process. This will include the necessary consultation and engagement processes with affected staff.

8.2 Early engagement has been undertaken with the existing team during the development of the organisational design. Similarly engagement with other directorates within the Combined Authority has been undertaken to share and inform the development of the structure, alongside industry experience being brought from similar programmes.

9. External Consultees

9.1 This paper sets out the proposed approach to consultation, including the methodology for selecting statutory consultees for consultation on the Mass Transit Vision 2040.

10. Recommendations

10.1 Committee members are invited to note and endorse the timescales and proposals for the statutory consultation for the Mass Transit 2040 Vision document.

10.2 Committee members are invited to provide any further feedback on the Mass Transit Vision 2040 document, and consultation and engagement processes.

11. Background Documents

None.

12. Appendices

None.



Report to: Transport Committee

Date: 14 October 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 21st July 2022, with financial delegation to ATE from the 8th 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 capital 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 for the first year award (“Local Authority Capability and Ambition Fund”) has been announced with a deadline of 30th September and the Combined Authority has been invited to bid for a nominal sum of c. £1.6m. This money 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. Similar activities (provided that the guidance remains similar) are planned for the second tranche of revenue funding to continue building capacity to enable the development of schemes ready for future capital funding and its activation through complementary behaviour change work.
- 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
Level 0	<ul style="list-style-type: none"> No local leadership or support for active travel, no plans in place, delivered lower complexity schemes only.
Level 1	<ul style="list-style-type: none"> Some local leadership and support with basic plans and isolated interventions
Level 2	<ul style="list-style-type: none"> Strong local leadership and support, with strong plans and emerging network
Level 3	<ul style="list-style-type: none"> Very strong local leadership and support, comprehensive plans, and majority of network in place with increasing modal share
Level 4	<ul style="list-style-type: none"> 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

- 2.14 As part of the Capability and Ambition Fund guidance the Combined Authority and its constituent authorities has been awarded Level 3 for the current funding round. We are one of five Level 3 authorities in England, with no authorities having been awarded Level 4 at this time. This “score” makes us eligible for higher levels of capability and infrastructure funding in funding rounds and competitions controlled by Active Travel England. In future rounds it is expected that individual districts and the Combined Authority will be given separate scores.

Active Travel Strategy

- 2.15 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.
- 2.16 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.

- 2.17 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 endorses the submission by the Combined Authority to the Capacity and Ambition Fund.

10.4 That the Transport Committee supports the continued development of an Active Travel Strategy for West Yorkshire.

10.5 That the Transport Committee supports the development of a pipeline of future Active Travel capacity and infrastructure schemes to inform future funding awards.

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: 14 October 2022

Subject: **The Mayor’s West Yorkshire Local Transport Plan**

Director: Liz Hunter, Interim Director of Policy and Development

Author(s): Liz Bennett, Transport Strategy Policy Manager

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

1. Purpose of this report

1.1 To provide Transport Committee with an update on the government’s anticipated plans to update Local Transport Plan Guidance, and to provide an update on the development of the Mayor’s new Local Transport Plan for West Yorkshire.

2. Information

Background

2.1 The West Yorkshire Combined Authority have a statutory duty to produce and keep under review a Local Transport Plan for West Yorkshire. The Transport Act 2000, as amended by the Local Transport Act 2008, introduced a statutory requirement for local transport authorities to produce a Local Transport Plan (LTP) every five years and to keep it under review. It sets out the statutory framework for local transport plans and policies.

2.2 DfT provides guidance on requirements for LTPs, most recently in 2009. Guidance was initially prescriptive, but from 2009 was flexible, emphasising the development of local strategies and policies that work best for the area, its economy and environment. Under the 2009 guidance the DfT no longer formally assessed LTPs or imposed mandatory targets.

- 2.3 The Department for Transport have indicated an intention to update their guidance on LTPs. New LTP guidance is likely to focus on decarbonisation and the delivery of quantified carbon reductions, with updated LTP's likely to be linked to future funding decisions.
- 2.4 It is anticipated that LTPs will need to set out in one place local objectives for transport in an overarching unifying plan which brings together different transport modes. The anticipated new LTP guidance is likely to build on the approach set out in the government's Levelling Up White Paper and Transport Decarbonisation Local Authority Toolkit. It is also anticipated that Bus Service Improvement Plans will also need to be fully aligned with LTPs.

Devolution and the wider West Yorkshire Policy Context

- 2.5 The West Yorkshire Transport Strategy 2040 is our current LTP adopted by the Combined Authority on 3 August 2017. Based on district priorities and consultation, the strategy was produced by the West Yorkshire Combined Authority and the West Yorkshire district councils of Bradford, Calderdale, Kirklees, Leeds and Wakefield.
- 2.6 The West Yorkshire Transport Strategy 2040 provides a high-level framework of 67 policies. In accordance with 2009 LTP guidance the intention was that further detail would be provided in a series of supplementary documents, plans and programmes. The West Yorkshire Transport Strategy since its adoption has enabled work to progress on our Connectivity Infrastructure Plan, Mass Transit Vision, and Shared Transport Strategy, as well as supported the case for investments through West Yorkshire Transport Fund, Transforming Cities Fund and City Region Sustainable Transport Settlement.
- 2.7 Further supplementary LTP strategy development work is also currently underway across the following policy areas, Active Travel, Rail, Electric Vehicles and Freight.
- 2.8 Since the West Yorkshire Transport Strategy was adopted, the Combined Authority have declared a climate emergency and undertaken new work - setting an ambitious science-based target for the region to be net zero carbon by 2038. The West Yorkshire Climate and Environment Plan identifies that the transport sector is the highest emitting sector for carbon emissions within West Yorkshire, dominated by road-transport and the private car. To reduce emissions to virtually zero within the sector will require a fundamental change in how we travel, with fewer journeys enabled by digital technology and more of the journeys made being undertaken by public transport, cycling and walking.
- 2.9 Since the West Yorkshire Transport Strategy was adopted, the Combined Authority has also submitted its Bus Service Improvement Plan (BSIP) to the Department for Transport (DfT) in October 2021. The development of the BSIP – 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).

- 2.10 The West Yorkshire BSIP sets 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 roads – 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.

Updating the West Yorkshire Local Transport Plan

- 2.11 Work has commenced on developing the Mayor's LTP for West Yorkshire to be presented for adoption in early 2024. The new LTP will need to deliver on the Mayor's ambition for transport across West Yorkshire, as well as help deliver on the Mayoral pledge to tackle the climate emergency and protect the environment. The new LTP will also need to continue to reflect our vision to be a leader recognised nationally for our focus and commitment to equality, diversity, and inclusion.
- 2.12 The LTP will need also to recognise the role of transport in placemaking alongside the diversity of place across West Yorkshire – and that the scale and pace of change could look and feel very different across our different place typologies. Early engagement with our district partners and a place-based approach is integral to our strategy development to help ensure that the Mayor's LTP ambition and policies are ones we can all share and support across West Yorkshire.
- 2.13 In addition to discharging the Combined Authority's statutory duties as the Local Transport Authority in accordance with anticipated new LTP guidance, the Combined Authority also recognises the need to review, strengthen and update our statutory LTP strategic policy framework for the Combined Authority and our district partners to deliver on our local priorities.
- 2.14 An updated LTP is also required to facilitate the scale of change needed to decarbonise the transport sector and deliver the ambition contained within the West Yorkshire Climate and Environment Plan, the Bus Service Improvement Plan, and our Mass Transit Vision.
- 2.15 The West Yorkshire LTP will need to provide the policy framework to create the space needed on our roads to prioritise low carbon sustainable transport modes, as set out in the development of our supplementary LTP modal

strategy documents. As a region we are aiming to deliver significant growth in space on our roads for bus, walking and cycling provision. For West Yorkshire to deliver on fair and inclusive decarbonisation we will need to investigate road space reallocation on key corridors for cycling, walking and public transport as a key mechanism for reducing carbon emissions from travel by the private car. A road space reallocation and travel demand management strategy will be developed and consulted on as part of our updated LTP.

- 2.16 The future management of the West Yorkshire Key Route Network (KRN) will play an important role in ensuring the interventions identified in the Combined Authority's BSIP and CRSTS are successfully delivered and in achieving the Mayor's ambitions and priorities in relation to bus reform and delivery of a mass transit system.
- 2.17 How the KRN is managed in the future could improve traffic flow, reduce congestion and provide opportunities to introduce bus priority, as well as have potential benefits in enhancing the environmental performance of the road network e.g. through embedding green streets and future proofing for climate change. Through the West Yorkshire Devolution Deal, the Combined Authority secured new powers to set up and co-ordinate a KRN. A KRN Strategy will be developed as part of the updated West Yorkshire LTP, building on our strong tradition of partnership working with our five constituent authorities.
- 2.18 LTPs are anticipated to become the focus of engagement between central and local government about future funding decisions. Updating our LTP will set out the scale of change and investment needed to decarbonise transport across the West Yorkshire in a way which is fair and inclusive, supporting West Yorkshire's consistent call on government to address the historical underinvestment in transport across the North, and level up the United Kingdom.
- 2.19 The Connectivity Infrastructure Plan, which sets out the long-term transport infrastructure investment programme for the next 20 years, will be reviewed as part of the new LTP Implementation plan. Our focus will be on creating a dynamic West Yorkshire Transport Infrastructure Pipeline as part of a wider LTP implementation plan, with coherent packages of exemplar highly deliverable transport schemes, which can be quickly mobilised to delivery when funding becomes available.
- 2.20 Transport is an enabler. The West Yorkshire LTP has the potential to provide the strategic policy framework to empower our region to decarbonise transport and build a modern and sustainable economy, with vibrant communities, free of air pollution, rich in green spaces and biodiversity and supported by an efficient low emission transport network and world class infrastructure.
- 2.21 However, we know that changing travel behaviour is easier said than done. An on-going conversation about change across the transport sector in West Yorkshire is needed. A comprehensive communication and engagement plan will be developed with a focus on engagement with district partners and key

stakeholders, as well as the need for critical challenge and independent review from those inside as well as outside the transport sector. In addition to this a comprehensive stakeholder management strategy will be compiled to ensure all consultees (statutory, other or general public) are engaged with appropriately. This conversation as well as two rounds of formal statutory consultation will help ensure that the Mayor's West Yorkshire LTP ambition and policies is one we can all share and support.

3. Tackling the Climate Emergency Implications

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

4. Inclusive Growth Implications

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

5. Equality and Diversity Implications

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

6. Financial Implications

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

7. Legal Implications

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

8. Staffing Implications

- 8.1 There are no staffing implications directly as a result of this report.

9. External Consultees

- 9.1 No external consultations have been undertaken; however, the Local Transport Plan will be subject to an external consultation. In accordance with Local Transport Plan Guidance

10. Recommendations

- 10.1 That Transport Committee note the anticipated government update to Local Transport Plan Guidance.
- 10.2 That Transport Committee note the development of an updated West Yorkshire Local Transport Plan, and the timeline for this to be presented for adoption in early 2024.
- 10.3 That Transport Committee agree to have a workshop on the emerging direction of the West Yorkshire Local Transport Plan.

11. Background Documents

None.

12. Appendices

None.



Report to: Transport Committee

Date: 14 October 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 Anne-Marie Trevelyan MP, the new Secretary of State for Transport.
- 2.2 The new Prime Minister was clear during her campaign and subsequently 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.
- 2.3 A 'mini-budget' was held on Friday, 23 September and included publication of The Growth Plan 2022 (see **Background Documents**). This included commitments to accelerate key transport projects around West Yorkshire,

including Transpennine Route Upgrade, Leeds Station Enhancement, Northern Powerhouse Rail, new stations at White Rose and Thorpe Park, West Yorkshire Mass Transit, Leeds City Centre Cycle Improvements, and A650 Tong Street, Dawson's Corner Junction and Stanningley Bypass.

- 2.4 These announcements represent a welcome commitment from the new Administration to support delivery of important transport projects in West Yorkshire such as the Mass Transit scheme and Northern Powerhouse Rail. The Combined Authority and its partners look forward to working with government to develop the measures to accelerate these projects.

Transport for the North updates

Transport for the North Board

- 2.5 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 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 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.

2.6 A further meeting of the TfN Board took place on 29 September 2022, covering the following substantive items:

- **TfN's Socially Inclusive Transport Strategy** was agreed. This includes the release of a tool to help evidence transport-related social exclusion, which will help to target policies to address this. Members welcomed the work as a valuable addition to the north's transport evidence base.
- An update was provided on **Connected Mobility**, setting out TfN's ambition to act in an enabling capacity to support local transport authorities in the development of multi-operator ticketing and information initiatives.
- **Integrated Rail Plan update**, where the Board was provided with an update on the Transport Select Committee report and TfN's response. TfN will continue to make a strong case for the delivery of the full NPR network, including a stop in central Bradford on a new line between Manchester and Leeds. The Board is keen for this to emphasise the 'levelling-up' and growth opportunity for the north.
- An update was provided on **Transpennine Route Upgrade**. The Board welcomed the commitment to this project, and the progress being made. Network Rail was challenged to consider if elements of the programme could be delivered more quickly.
- The **International Connectivity Policy Statement** was endorsed. Members supported the overall position, noting the important role that national policy plays in aviation capacity, and offering strong support for measures to help decarbonise aviation.
- A **Rail North Committee Update** was provided. Members expressed their serious concerns about ongoing reliability problems, particularly the level of cancellations and service reductions impacting TPE and Avanti West Coast. Members called for deliverable recovery plans to restore passenger confidence in the railway. See also **Item 13** at this Committee.

2.7 The next meeting of the TfN Board is due to take place on 14 December 2022. A link to papers and webcasts of the TfN Board meetings is provided in **Background Documents**.

2.8 Following agreement to the new budget and business plan in June, TfN has concluded a structural reorganisation. Recruitment to new director-level posts of Rail and Roads Director (also acting as Deputy Chief Executive), Strategy, Policy & Communications Director, and Finance Director has been taking place.

Rail North Committee

2.9 Rail North Committee was due to meet on 13 September 2022. However, this meeting was cancelled due to the period of mourning following the death of Her Majesty the Queen.

- 2.10 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 is included in the Passenger Experience Update Report at **Item 13**.
- 2.11 The next meeting of Rail North Committee is due on 15 November 2022. A link to papers and webcasts of the Rail North Committee is provided in **Background Documents**.

National Highways Road Investment Strategy (RIS) engagement

- 2.12 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.
- 2.13 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
- 2.14 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

- 2.15 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.

- 2.16 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.
- 2.17 A link to the TSC report is provided in **Background Documents**. The Government response to the recommendations made by the TSC was 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

- 2.18 The technical work supporting the Rail Strategy is now 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 executive summary and rail strategy will be shared with Transport Committee in the coming meetings with the intention to seek the Committee's approval to consult at the December meeting.

Transpennine Route Upgrade

- 2.19 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
- 2.20 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.

- 2.21 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.

Electric Vehicle Infrastructure Strategy

- 2.22 Work is underway with district partners to develop a West Yorkshire electric vehicle chargepoint strategy as part of our wider work on alternative fuel strategies for West Yorkshire. The UK Electric Vehicle Infrastructure Strategy, published in March 2022, sets out a requirement for combined authorities to develop local chargepoint strategies, setting out policies to remove charging infrastructure barriers and accelerate the pace of adoption.
- 2.23 The West Yorkshire strategy will establish the objectives for public electric vehicle infrastructure roll out as well as principles for investment and action plan for accelerating deployment. This work compliments other workstreams by the CA and district partners to advance sustainable vehicle uptake and sits in parallel to work to transition the West Yorkshire bus fleet to a zero emission.
- 2.24 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.
- 2.25 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.

- 2.26 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.
- 2.27 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.
- 2.28 In June 2022, a West Yorkshire bid was submitted to the Local Electric Vehicle Infrastructure (LEVI) Pilot fund to accelerate the rollout of electric vehicle charging for residents without access to off-street parking. Unfortunately, the West Yorkshire bid was not successful, however positive feedback was received from funders and further rounds of funding are expected in 2023. The 9 local authorities that were successful for the LEVI Pilot Fund were: Barnet, Dorset, Durham, Kent, Midlands Connect, North Yorkshire, Nottinghamshire, Suffolk and Warrington

West Yorkshire Consultation Responses

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

- 2.29 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**.
- 2.30 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.
- 2.31 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**.
- 2.32 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

- 2.33 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

- 2.34 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.
- 2.35 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.
- 2.36 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.

- 2.37 A link to the confirmations of allocations and confirmed delivery plans published on the DfT website is provided at **Background Documents**.

Levelling Up Fund

- 2.38 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).
- 2.39 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.
- 2.40 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.
- 2.41 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.
- 2.42 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.
- 2.43 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 2nd August 2022. An update will be provided to Transport Committee once the outcome of the bid is known.

Rail Station Accessibility

- 2.44 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.
- 2.45 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.
- 2.46 The DfT sets the criteria for assessment of station nominations. Based on these criteria and other local data 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. Like the previous rounds of Access for All station nominations will be scored higher by the DfT if supported by match funding. The Combined Authority provided match funding support to the last round of nominations. To help build on the success of the last round £200,000 match funding has been identified to support each of the 7 stations being nominated this round from the CRSTS Rail Accessibility Package totalling £1.4 million. The 7 station nominations are also supported by a 'Letter of Support' by the Mayor of West Yorkshire, Portfolio Lead for Transport and Lead Member for Public Transport. It is anticipated that the DfT will announce stations selected to be part of the Access for All Programme in Spring 2023.
- 2.47 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.
- 2.48 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 including the identified match funding in support of the Access for All station nominations.

11. Background Documents

The Growth Plan 2022, HM Treasury, 23 September 2022, available here: <https://www.gov.uk/government/publications/the-growth-plan-2022-documents/the-growth-plan-2022-html>

Agendas, papers and webcasts of meetings of the Transport for the North Board and Rail North Committee are available via this link: <https://transportfornorth.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 it 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 mis-aligned 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.



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All information correct at time of writing



Report to: Transport Committee

Date: 14 October 2022

Subject: **Passenger Experience Update Report**

Director: Dave Pearson, Director Transport & Property Services

Author: Mick Bunting, Head of Passenger Experience

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 To provide a quarterly update on the performance of the transport network in West Yorkshire, including an update of the Combined Authority’s passenger facing activity.

2. Information

Summary picture

- 2.1 The recovery of travel demand following the pandemic has stabilised with the strongest recovery during off-peak hours and weekends. An increase in peak commuting has been observed since the start of September although this is stronger on midweek days.
- 2.2 Since this report was last presented to the Committee, strike action affecting bus services operated by Arriva Yorkshire has been resolved and there is ongoing strike action on the rail network. The Chair of Transport Committee and the Mayor have continued to press the case through senior-level meetings with rail operators and via Rail North Committee to ensure there is a plan to restore rail service levels and to improve reliability.

Bus network

- 2.3 At the start of September 2022, bus patronage stood at around 70-80% of pre-pandemic levels. Patronage in August 2022 was higher than in August 2021 for each passenger cohort, signalling recovery outside of the seasonal trends associated with the start of the academic year (**Appendix 1**).
- 2.4 Service reliability continues to be impacted by the reduced availability of bus drivers and engineers. Bus operators advise that they continue to have higher vacancies than they would normally experience. Whilst recruiting new drivers remains challenging issues regarding licencing and testing are easing. This has given rise to reductions in service frequency and short-term cancellations. The Combined Authority is funding training for new bus drivers through the Adult Education Budget.

Rail network

- 2.5 Northern reports patronage at approximately 80% compared to pre-pandemic levels. Commuter levels are reported at approximately 40% based on season ticket sales; commuters will also be using other ticket types, so the recovery rate will be higher. Leisure travel remains high, with some Saturdays and Sundays proving to be busier than pre-pandemic.
- 2.6 TransPennine Express (TPE) reports demand at around 69% of pre pandemic levels which is a 11% decrease on the levels reported to the June meeting of Transport Committee, though this needs to be seen in the context of high levels of ongoing disruption (see below).
- 2.7 LNER reports demand at 111% of pre-pandemic levels with a strong recovery in West Yorkshire. As with Northern, recovery is being driven by leisure travellers, but LNER are also seeing a steady growth in business travellers with demand between 50-70% of pre-pandemic levels.
- 2.8 By the week commencing the 19 September 2022, average weekday footfall (excluding the bank holiday) at Leeds rail station was 76% of baseline pre-pandemic levels, however in contrast, average weekend station footfall has been exceeding baseline levels. This supports the stronger recovery for leisure travel reported by operators.
- 2.9 During the summer leisure demand was buoyant especially during the weekends when the weather was good. Northern refocused capacity for the summer towards routes such as Leeds – Settle – Carlisle and the Wolds Coast (Hull – Bridlington – Filey – Scarborough). Overcrowding continues to be monitored with no specific areas of concern, although events and management of those remains critical to address isolated issues. Northern continues to monitor special events to try anticipate demand.
- 2.10 To promote demand, Northern launched a “flash sale” on the 1 September with over 1,000 tickets available for journeys across the North of England available for £1. The £1 fares were available on bookings for travel between 6

September and 20 October. To protect capacity, Northern restricted offers around known busy flows either because they are usually busy, or because of special events operating at the time of the sale.

- 2.11 On Monday 15th August 2022 following a successful pilot trial in the West Yorkshire area, Northern launched new barcode season ticket across most Northern routes using the new 'sTicket' ('S' for Secure). sTicket replaces season eTickets and is designed to be more secure. sTicket works by creating a new barcode every 3 hours to prevent the use of screenshots and misuse, after 3 hours the old barcode will expire and no longer work on gatelines and handheld scanners and will show as expired.

Summary of network changes

Bus network

- 2.12 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. Transport Committee were advised that 11% of bus mileage would not be commercially viable when funding ends.
- 2.13 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.
- 2.14 The Mayor and Leaders successfully lobbied government for an extension of this funding. On 19 August Government announced that funding will be extended for a further six months. Whilst the extended funding has prevented a widespread loss of service in October 2022, First and Arriva implemented some reductions in service frequencies and amended routes week beginning 2nd October. The Mayor has written to these bus companies to express her concern over these reductions.
- 2.15 All councillors will have received a district briefing for their area. A summary of the service changes is available online, and a link is provided in **Background Documents**.

Rail Network

- 2.16 The next rail timetable change comes into effect on Sunday 11 December 2022. A summary of the main changes is included as **Appendix 2**.
- 2.17 As reported in July 2022, Northern has been operating a reduced timetable on a several routes in our region. Councillor Hinchcliffe and the Mayor have pressed for a commitment that the cutbacks, driven by staffing factors, would be reversed for the December 2022 timetable change. Commitment to this was secured, and as shown in the summary, in almost all cases services will be restored to December 2021 levels.

- 2.18 In the case of the afternoon “school train” from Bradford / Frizinghall to Ilkley, a withdrawn service was reinstated from the start of the new school year in September. Northern has indicated that they believe there will be sufficient available staff to operate the December 2022 timetable reliably.
- 2.19 Combined Authority officers have shared with Northern a list of further issues which have become apparent from additional scrutiny of the timetables, feedback from partners and longer-standing issues. This includes suggestions for improvements that could be made in the shorter and medium terms, and it is intended to discuss these further with the operator. Main issues with the December 2022 timetable are noted at **Appendix 2**.
- 2.20 A particular issue will continue for the Pontefract – Wakefield Kirkgate service in the mornings, impacting Streethouse and Featherstone. A large gap between morning services restricts access to Wakefield / Leeds and Pontefract, which impacts on journeys to work and further education. This is only partially addressed the December timetable change. Officers continue to push for a solution to this issue, which is compounded by reductions to the local bus network earlier this year.
- 2.21 Discussion is ongoing regarding the May 2023 timetable proposals, which have increasing financial constraints and ongoing workforce changes as their context. Ticket revenues have still not fully recovered since the Pandemic, and inflationary pressures are also putting additional strain on budgets. The Mayor and Councillor Hinchcliffe continue to make the case to Government for adequate levels of financial support for rail services in the north to support recovery and ensure rail services remain affordable. These discussions are happening with and through Transport for the North.
- 2.22 On TransPennine Express, the December 2022 timetable is expected to see increases in services on the main Liverpool / Manchester – Huddersfield – Leeds – York / Hull route, though not to pre-Covid levels. Route changes mean that Hull services will be linked through to Liverpool, with Scarborough services running to Manchester Piccadilly. Some Scarborough / Newcastle services will make peak-only calls at Marsden and Slaithwaite, maintaining two trains per hour in the peaks at these stations.
- 2.23 Services operated by LNER, Grand Central and CrossCountry are expected to see very few changes impacting West Yorkshire at the December timetable change.

Passenger network performance

Bus network

- 2.24 As part of the development of the Bus Service Improvement Plan and in collaboration with bus operators, the Combined Authority generated ambitious targets in relation to improving bus services, including key performance

indicators for decreased journey times and improved reliability and punctuality of services.

- 2.25 Department for Transport has stated that they expect regular monitoring and reporting of performance against these targets and are due to confirm the requirements for this as part of the formal grant letter, which the Combined Authority will receive upon completion of the Enhanced Partnership statutory process. It is intended that this reporting will also be shared with Transport Committee members on a regular basis going forward.

Rail network

- 2.26 Rail strikes have continued to affect the rail network, with action by RMT impacting Network Rail and 13 train operating companies, including TransPennine Express, Northern, LNER and CrossCountry on 27 June, 18 and 20 August. TSSA members also took strike action on 18 and 20 August, reducing further the ability to provide services these days. Northern and TPE were only operating around 10% of usual services, with many routes and stations having no services. Operating hours were restricted to around 07:30 to 18:00 on strike days, with impacts on services the days before and after strikes, particularly at the start of service. Replacement bus services were provided on the Penistone line (due to full closure of the line) and existing buses in place to mitigate Northern's service reductions continued to be provided – but in most cases trains were not replaced by buses on strike days.
- 2.27 Northern issued 'Do Not Travel' advice for strike days, and TPE advised only to travel if 'essential'. Refunds were made available to those passengers who booked travel on a strike day and were unable to change it to an alternative. Train operators looked to ensure that where special events were due to take place, steps to mitigate any foreseen issues were taken by providing additional information or staff assistance.
- 2.28 Members of the train drivers' union, ASLEF, took strike action on 30 July and 13 August. LNER was affected on 30 July (a very limited service was available, and passengers were advised not to travel), and both LNER and CrossCountry were affected on 13 August. No services were run by CrossCountry on the latter day, and passengers were asked to seek alternative modes of transport. LNER's service was limited.
- 2.29 Strikes planned in September were suspended following the death of Her Majesty Queen Elizabeth II. These were subsequently reorganised to 1st October (ASLEF / RMT / TSSA), 5th October (ASLEF) and 8th October (RMT / TSSA). Northern have indicated no services will be running on the first two dates, other operators are still working through plans at the time of writing.
- 2.30 Rail Delivery Group is leading the ongoing negotiations on behalf of operators on a national basis. As and when progress is made nationally, Northern and TPE would be provided with a mandate for local negotiations to reach appropriate agreements.

- 2.31 The performance reports for Northern and TransPennine Express (TPE) are included in **Appendix 3**, which includes a description of the different performance measures mentioned below.
- 2.32 Since the last update in July punctuality has declined and cancellations have increased for both operators. The main dip in performance occurred in period 4 (July) but has started to improve steadily again in period 5 (August). Time to 3 (Percentage trains calling at station stops within 3 minutes of the planned time) for Northern and TPE remains well below 90% and for the most recent four-week period 5 sits at 81.21% and 75.50% respectively.
- 2.33 Cancellations saw Northern at 4.07% (3.09% in the East region) and TPE at 6.28%. These figures exclude cancellations announced by the evening before ('P-coded'), which TPE has been making extensive use of, as set out below.
- 2.34 As reported to previously, train crew availability, including COVID-19-related training backlogs, staff absence (higher than average sickness levels for TPE especially) and withdrawal of rest day working agreements are all contributing to the high levels of cancellations and poor performance figures.
- 2.35 Northern and TPE are carrying out significant active driver recruitment, but training of drivers can take around 2 years to complete. Drivers leaving (for example to take up jobs with other operators or retirement), as well as dealing with training over and above the base requirement – such as for introducing new trains and major enhancements all adds to the complexity. TfN is championing an initiative proposed by Northern for a dedicated training academy in the north to offer relief in the longer term for all operators.
- 2.36 TPE cancellations continue to have a severe impact in West Yorkshire. Many of these are at short notice, made on the day or the evening before. The latter (known as 'P-coded' or planned cancellations if notified before 22:00 on the evening before) are currently not counted in the cancellation figures. The official cancellation figures therefore do not reflect the very poor passenger experience. Notification of any replacement buses is also usually late in the evening before or not until the actual morning, which has caused further passenger frustration.
- 2.37 On TPE, for the most recent period 5 (August), 21% of services were cancelled (approximately 16% were P-coded and 5% were same day cancellations). On Saturdays in the same period there was a total of 25% cancellations (approximately 20% were P-coded and 5% were same day cancellations).
- 2.38 TPE's Manchester – Leeds – Hull services have been particularly badly affected by poor performance and P-coding, as have local stopping services between Manchester / Huddersfield / Leeds serving stations including Slaithwaite and Marsden, which rely on TPE for all their services. Cancellations have led to long gaps between services, sometimes of many hours, and severe crowding on services that do run, including impacts on Northern trains where these run routes alongside TPE.

- 2.39 On another part of TPE's network from Manchester via the West Coast Mainline and Carlisle to Scotland, the operator introduced a temporary reduced timetable in September to reduce on-the-day or late ad-hoc cancellations. TPE has indicated that they are currently examining options as part of the December timetable change to try and stabilise performance which is currently at unacceptable levels.
- 2.40 The Mayor has met with senior management at TPE to seek assurances that there is a clear plan in place to recover the reliability of its services, given the unacceptable level of disruption.
- 2.41 In these meetings, and via Rail North Committee, TPE has confirmed that it has an intense ongoing programme of crew training to address the following:
- to mitigate a backlog of pandemic-induced route knowledge loss
 - address delayed traction training (to be able to drive specific vehicles)
 - to prepare for timetable changes such as the Manchester Recovery Task Force December 2022 change and the impacts of the Transpennine Route Upgrade (TRU).
- 2.42 We continued to press TPE to take action to ensure passengers have reliable information on what services are expected to be operating. Poor reliability and cancellations on the rail network were also subject of intense debate at TfN Board on 29 September 2022, and TfN continues to press for deliverable recovery plans.
- 2.43 Exceptionally hot weather in early July had a significant impact on rail performance, with track temperatures recorded at 51°C. This leads to rail expansion with local speed restrictions introduced as a safety measure given the risk of buckling. There was also an increase in defects with lineside signalling due the performance of electrical components in the high temperatures. Network Rail has set up a committee to look at how infrastructure responds to high temperatures, and asset engineers have reviewed the failures to identify improvements to avoid future problems.
- 2.44 Trespass continues to be an issue. The Network Rail Route Crime Team are continuing to develop action plans in association with the British Transport Police, including increasing the number of patrols carried out by Mobile Operation Managers and the British Transport Police.
- 2.45 Northern has also been focussing on the Class 333 electric trains, as performance delays attributed to these was on the increase. Northern now have an improvement plan agreed with Siemens, who are responsible for the trains' maintenance in Leeds, to address this.

Passenger satisfaction and attitudes

Transport Focus Surveys

- 2.46 Throughout the pandemic, Transport Focus conducted nationally representative research around travel use. The latest iteration of this research now uses omnibus survey where 2000 members of the public are screened to identify bus and rail users outside of London, with weightings applied to make the results nationally representative of Great Britain. Reports are now published monthly, and a link is provided in **Background Documents**.
- 2.47 The latest insights from surveys published on the 23rd September are:
- 88% of bus and rail passengers were satisfied with their journey overall (with little change since the start of the year).
 - For bus, satisfaction with many measures has decrease over the last two waves including:
 - punctuality/reliability, down from 75 per cent to 71 per cent
 - provision of information during the journey, down from 68 per cent to 64 per cent
 - For bus, two measures of satisfaction have increased including value for money (up from 66% to 70%) and helpfulness and attitude of the drive (up from 78% to 81%).
 - For rail, over the last two survey waves, satisfaction increased for punctuality and reliability (from 77% to 82%), value for money (59% to 63%) and level of crowding (from 71% to 75%).
 - Leisure continues to be the most common reason for using the bus (58%), followed by commuting (23%).
 - Rail passengers have higher levels of satisfaction with punctuality and service frequency, but lower satisfaction on crowding and value for money.

Combined Authority Surveys

- 2.48 The next wave of the COVID-19 Transport Recovery Survey will begin data collection in mid-October 2022. This telephone survey series involves a representative sample of 1,000 West Yorkshire residents (with quotas for age, gender, district and ethnicity). Respondents are asked about current vs future mode share for different journey purposes; their views on use of public transport in relation to COVID-19; their commuting patterns (now and in the future); their views on home working; and their bicycle access and confidence cycling. A report on the results of the survey will be published on the Combined Authority website.

Updates on Combined Authority activity

Current usage indicators

- 2.49 **Appendix 4** includes a summary of several usage indicators of Combined Authority “Metro” branded activity which give a comparison between current

levels of demand and trends, including to the pre-pandemic position where available.

- 2.50 Use of services continues to be impacted by reduction in travel arising from the pandemic, although demand for travel information is increasing alongside increasing patronage. Weekly weekday Metro and MCard website page views are nearing pre-pandemic levels and Metroline weekday calls in September 2022 were 89% of 2019 levels, up 5% and 12% compared to 2021 and 2020 respectively.

Fares and ticketing

- 2.51 The Mayor's Fare was successfully launched on 4 September 2022 resulting in single tickets and days savers being capped at £2 and £4.50 respectively. An extensive promotional campaign has been undertaken to raise awareness of the initiative. Customer feedback has been positive with only a small number of very specific concerns raised in the early weeks of the scheme.
- 2.52 Bus ticket machines have been updated and actual journey data is being analysed against the forecasts provided by operators to ensure reimbursement is accurate. At the time of writing, the initiative had been operating for four weeks and it is early to draw conclusions as to patronage growth. Early indications show that around 10,000 people each day have obtained a saving from the £2 cap and almost all customers who previously bought a Day Ticket are paying the same or less. A customer making a typical interurban bus journey, for example from Bradford to Leeds, three days per week would save around £95 per year arising from the Mayor's Fares initiative.
- 2.53 Use of the MCard Mobile app continues to grow, and latest data indicates that 81% of all MCard sale transactions per month are now by mobile phone. This represents a significant move from smartcards to the app over the previous 12 months and indicates the growing popularity of mobile phone transactions for public transport ticketing.

Bus stations

- 2.54 Work to ensure safeguarding of vulnerable customers and to increase responsiveness to community needs continue across all bus stations with staff undertaking child protection, suicide prevention and dementia awareness training.
- 2.55 A major refurbishment of Leeds Bus Station was completed in August funded by the Leeds Public Transport Investment Programme. The scheme includes new entrances, electronic signage, a revised travel centre/ retail space and solar panels.
- 2.56 The new Halifax Bus Station is progressing well, and work has almost finished on the main site excavations and the erection of the large steel building frame has now commenced. The new temporary facility remains open and fully

operational and will remain in place for about 18 months while the new bus station is being built.

2.57 Work is underway on two improvement projects at Bradford Interchange:

- Construction of the new travel centre on the bus station concourse is on programme to complete in November 2022 and once operational will replace the existing travel centre in the lower concourse area.
- The first phase of resurfacing and waterproofing of bus station carriageway started in October. There will be an impact on bus services throughout the works as stands will need to be closed to allow the resurfacing works to take place. The bus disruption team are engaged and will produce disruption plans on a phase-by-phase basis. The programme is due to run until April 2024

3. Tackling the Climate Emergency Implications

3.1 Air quality improved during the periods of lower traffic levels during the lockdowns in the pandemic. Local real-time road-side monitoring showed harmful NO₂ emissions on a downward trajectory and it can be inferred from this that CO₂ emissions were similarly reduced.

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

4. Inclusive Growth Implications

4.1 Sustaining an effective, stable and affordable public transport network is crucial in ensuring the post pandemic economic recovery is inclusive particularly to communities with limited access to private transport

5. Equality and Diversity Implications

5.1 Ensuring an effective, stable, and affordable public transport network is important for equality and diversity.

6. Financial Implications

6.1 As reported on an accompanying report, inflationary pressures arising from fuel and wage cost growth are impacting on the Combined Authority and bus operators.

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 on the Passenger Experience in West Yorkshire provided in this report.

11. Background Documents

Transport Recovery Plan, Item 6, Appendix 2, West Yorkshire Combined Authority, 27 July 2020, available via this link:

<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CIId=133&MIId=963&Ver=4>

Bus service changes in October 2022 are summarised in '*Public Transport Changes, Changes to West Yorkshire's public transport network between Sunday 2 and Monday 3 October 2022*', available via this link:

<https://www.wymetro.com/media/8808/public-transport-changes-3-oct-2022-13301.pdf>

The Combined Authority continues to produce a regular *West Yorkshire Economic and Transport Insights Report*. This includes information and analysis on public transport patronage, and is available via this link:

<https://www.westyorks-ca.gov.uk/documents/economic-monitor/>.

A regularly updated transport and economic recovery dashboard is available via this link:

<https://app.powerbi.com/view?r=eyJrIjoiaNTA5ZjIzZWQtdiOS00ZGNiLTlINmQtNWZmZmQ0ZDBkMjRiliwidCI6IjM0ZTkzYmZjLWVlbnJYtNDM0NS1hNGZILTgwNWl2N2U0ODBjMCIslmMiOjh9>

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

The Combined Authority's COVID-19 transport survey results are published here: <https://www.westyorks-ca.gov.uk/documents/covid-19-transport-survey/>

12. Appendices

Appendix 1 – Insights on transport network use

Appendix 2 – Summary of May 2022 rail timetable changes

Appendix 3 – Rail network performance data

Appendix 4 – Metro branded activity measures

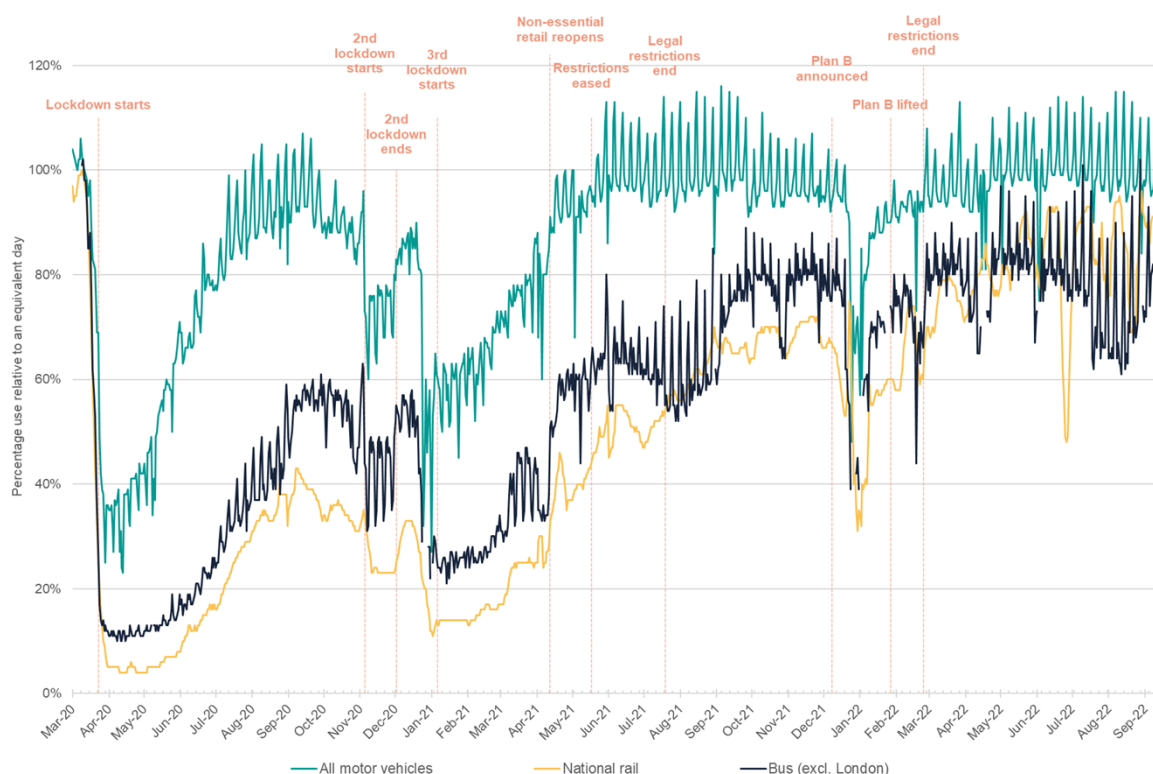
Item 13, Appendix 1: Insights on transport network use

The content in this Appendix is extracted from the Economic-Transport Insights Report published produced by the Combined Authority Research and Intelligence team. The full report is available online together with a link to a regularly updated dashboard with the latest available data, available here:

<https://app.powerbi.com/view?r=eyJrIjoiNTA5ZjZlZWQtdNDdiOS00ZGNiLTlINmQtNWZmZmQ0ZDBkMjRiliwidCI6Im0ZTzkYmZjLWVlNjYtNDM0NS1hNGZILTgWNI2N2U0ODBiMCIslmMiOjh9> .

National road usage has recovered, bus and rail lagging

Nationally, motor vehicle use remains around pre-pandemic levels with weekend usage exceeding baseline conditions. Bus use outside London has risen to around 85% over recent weekdays, with weekend usage spikes. Rail use has fluctuated over recent weeks, and was over 80% in the most recent weekdays with available data, although the most recent weeks are subject to revision as is normal for this source.

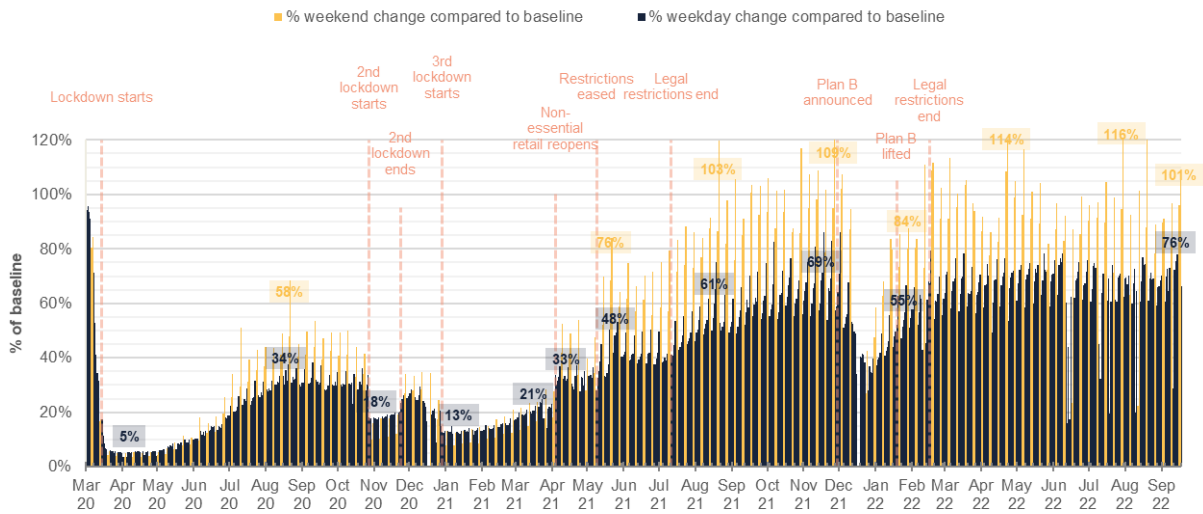


Source: <https://www.gov.uk/government/statistics/transport-use-during-the-coronavirus-covid-19-pandemic>

Rail footfall shows a gradual recovery

By the week commencing the 19th September 2022, average weekday footfall (excluding the bank holiday) at Leeds rail station was 76% of baseline pre-pandemic levels, a new post-restrictions record. In contrast, average weekend station footfall

has been regularly exceeding baseline levels over the past year.

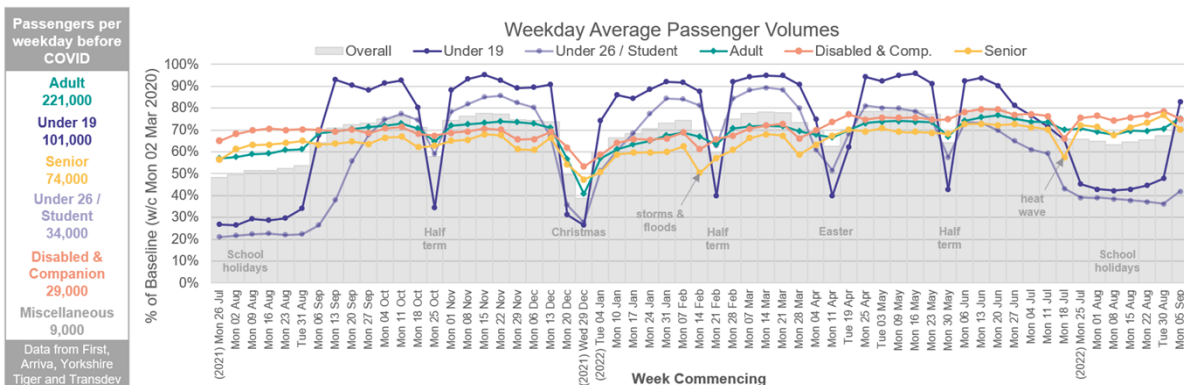


Baseline period is Monday 2nd - Friday 6th March 2020 (weekdays) and 29th Feb -1st March and 6th-7th March (weekends)

Source: Leeds Rail Station Footfall - Network Rail

Bus passenger volumes were higher in August 2022 than August 2021 and are showing a seasonal increase at the start of September

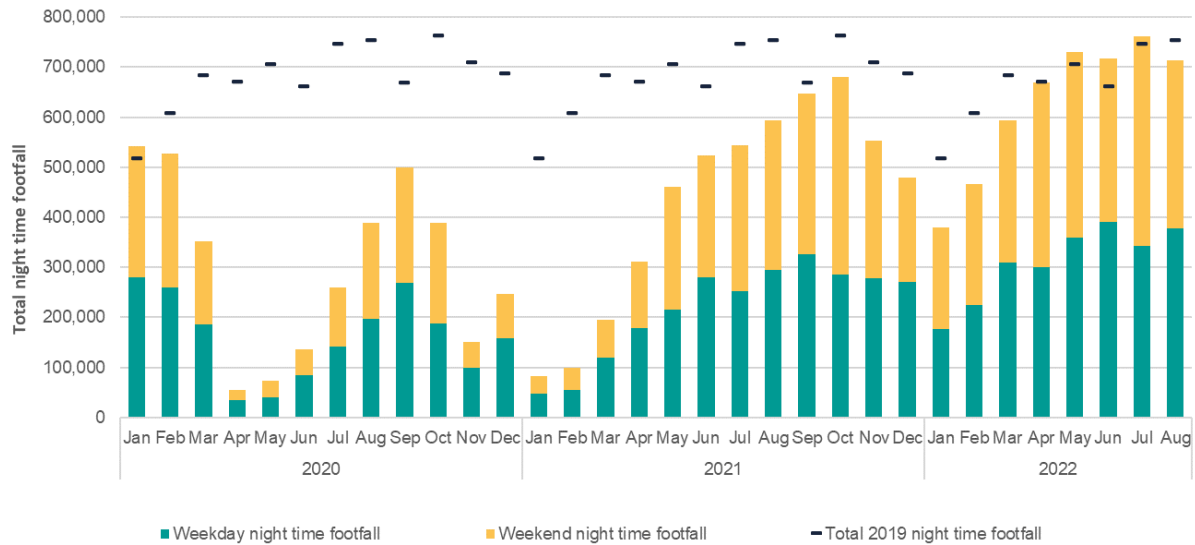
The temporal trend in bus use (via ticket machines) relative to pre-pandemic is shown in the chart below. Ticket machine data from First and Transdev reveals that patronage in August 2022 was higher than in August 2021 for each cohort. There was then a seasonal sharp increase in use by under 19s and smaller increases in use by Under 26 / Students and by Adults. The increases are similar in size to those seen at the start of September 2021. It is too soon to gain any insight into whether the new fare caps have impacted use by adults.



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

Leeds centre night time footfall maintained pre-pandemic levels from April to July 2022

Leeds city centre total night-time footfall reached pre-pandemic levels (2019) in April 2022 and maintained an increase until August, which saw a relative decline.



Source: Leeds City Council

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Item 13, Appendix 2: December 2022 rail timetable change summary

In this summary, Sundays are only mentioned if there are any differences from the December 2021 timetable, and/or if any issues associated with the December 2021 timetable are perpetuated here. If no day is mentioned, the service referred to is every working day, i.e. daily except Sundays. “SO” means Saturdays only and “SX” means Mondays to Fridays only.

Northern

General principle: December 2021 services are restored (reversing the reductions made in January and May 2022 due to staff availability). In many cases an identical timetable is proposed for December 2022 as ran in December 2021 (often with a few minutes’ variation – anything less than 5 minutes’ difference is not mentioned here – hence use below of phrase “nearly identical”)

Line / service	Changes in December 2022	Comments
Harrogate	(LNER trains not included – see separate section) Nearly identical to Dec 21 weekdays & Saturdays Sundays: last train changes from 23:16 Leeds – Harrogate to 23:31 – an improvement ➔ Restoration of several missing services, especially in AM and PM peaks	Services remain below pre-Covid levels in standard hours
Wharfedale (Ilkley)	Nearly identical to Dec 21 ➔ Restoration of 2tph on Bradford – Ilkley services	-
Airedale local (Skipton and Bradford Forster Square)	(LNER trains not included – see separate section) As per May 2022, no 06:41 Leeds – Skipton – Carnforth) [see above] Otherwise nearly identical to Dec 21 ➔ Restoration of 2tph on Bradford – Skipton services ➔ Restoration of small number of missing Leeds – Bradford Forster Square services	-
Airedale Settle & Carlisle services	Nearly identical to Dec 21 [Line did not have significant cuts in May 22]	

Line / service	Changes in December 2022	Comments
Airedale Bentham line services	<ul style="list-style-type: none"> As per May 2022, early Leeds – Carnforth SO (or Skipton – Carnforth SX) remains instead a Bradford F Sq – Carnforth – but has good connections both into it at Shipley and out of it at Carnforth (in both directions). 10:33 SuO Leeds – Lancaster will no longer continue to Morecambe and Heysham. It does however have a connection running at similar times. 13:44 SuO Lancaster – Leeds will no longer start back from Heysham & Morecambe. It does however have a connection (adjacent platform) running at the same times. <p>Otherwise nearly identical to Dec 21. [Line did not have significant reductions in May 22]</p>	-
Calder Valley: (core via Bradford & Halifax)	<ul style="list-style-type: none"> Halifax – Bradford – Leeds – Selby – Hull: restored to 1tph from 0.5tph Additional Wigan N – Manchester Victoria – Calder – Leeds, dep. MCV 22:30/22:36 – via Halifax & Bradford SX; direct (non-stop after Hebden) SO <p>→ May 22 reductions reversed (Halifax – Hull was the only cut made)</p> <p>Nearly identical to Dec 21 on Sundays, with one significant exception:</p> <ul style="list-style-type: none"> Hourly Sunday Walsden stops move from Leeds – Manchester train to Southport – Todmorden – Blackburn train – meaning one can no longer travel from Walsden to Leeds on Sunday other than with 40' wait 	Walsden issue is a potentially significant negative change and has been raised with Northern
Calder Valley: (Brighouse, Huddersfield, Dewsbury)	<ul style="list-style-type: none"> Bradford – Brighouse – Huddersfield restored to 1tph from 0.5tph Additional later last train Wigan NW – Manchester Victoria – Calder – Brighouse – Leeds, dep. MCV 21:36 <p>→ May 22 reductions reversed</p> <p>Nearly identical to Dec 21 on Sundays.</p>	-
Calder Valley (Todmorden & Burnley)	<ul style="list-style-type: none"> Restored to Dec 21 hourly service <p>→ May 22 reductions reversed (i.e. three missing trains each way restored)</p>	-

Line / service	Changes in December 2022	Comments
Castleford - Wakefield – Huddersfield	<ul style="list-style-type: none"> • Castleford – Wakefield Kirkgate – Huddersfield “restored” to December 2021 levels, i.e. only 3/day ➔ Restoration of minimal “parliamentary” Castleford – Wakefield – Huddersfield which was wholly withdrawn in May 2022 No Sunday service, as historically	It is hoped that the ongoing issue of the absence of a usable all-day Huddersfield – Wakefield – Castleford service will be resolved May 23 with a new regular (and daily) TPE service, but this has not yet been confirmed.
Penistone Line	Nearly identical to Dec 21 [Line did not have significant cuts in May 22]	As in December 2021, there remains a missing train at around 21:35 from Sheffield to Huddersfield
Wakefield Line: Leeds – Wakefield Westgate – Doncaster / Sheffield	<ul style="list-style-type: none"> • Nearly identical to Dec 21 ➔ May 22 reductions reversed (i.e. three missing trains each way Sheffield – Leeds and v.v. restored) 	Some December 2021 issues remain, including regarding services on Saturday evenings out of Leeds towards Doncaster and Sheffield, and Sunday morning timings. Peak-only additional Doncaster trains continue not to run.
Hallam Line: Leeds – Wakefield Kirkgate – Barnsley - Sheffield	<ul style="list-style-type: none"> • Broadly as per Dec 2021 though many trains’ times change by up to 8’ • Last train 23:02 Leeds – Castleford – Barnsley – Sheffield to become EWD – was previously SX; i.e. last Saturday train 30 minutes later than Dec 21 ➔ Restores 05:54 Leeds – Castleford – Barnsley – Sheffield which was removed in January 2022 	-
Pontefract (both lines)	<ul style="list-style-type: none"> • 21:16 Knottingley – Castleford – Leeds restored, addressing Dec 21 issue • 22:47/22:50 Knottingley – Wakefield – Leeds restored, addressing Dec 21 issue • 20:29 Leeds – Wakefield – Knottingley restored, addressing Dec 21 issue • 22:03 Leeds – Castleford – Knottingley restored, addressing Dec 21 issue • 22:50 Leeds – Wakefield – Knottingley restored, addressing Dec 21 issue Otherwise nearly identical to Dec 21 (including no changes on Sundays) ➔ May 2022 reductions on both lines reversed	Significant December 2021 issues continue: <ul style="list-style-type: none"> • Missing c. 06:30 Knottingley – Wakefield – Leeds • Missing c. 07:29 Leeds – Wakefield – Knottingley Also pre-Covid peak-only additional train towards Castleford continues not to run.

Line / service	Changes in December 2022	Comments
East Leeds line (York & Selby)	<ul style="list-style-type: none"> Some changes to AM-peak stops and times, including shuffling stops between trains, as against December 2021 Last train (Halifax –) Leeds – York moves later from 23:25/26 to 23:36 EWD Sunday timetables change again on 19 February (similarly to last winter, though later next year), but this time the changes are much less significant, with the pre-Feb timetable not being that different from after February (last winter there was significant booked bustitution from January). ➔ May 22 reductions reversed (Halifax – Hull was the only cut made) 	Longer-standing issues as shared with Northern, including structure of Leeds – York stopping service
Dearne Valley: Sheffield – Pontefract Baghill - York	<ul style="list-style-type: none"> Nearly identical to Dec 21 May 22 reductions reversed (i.e. three missing / partially bustituted trains each way Sheffield – York and v.v. EWD, 2/day Sundays restored) 	-

110 TransPennine Express (North Trans-Pennine line only)

Principal changes planned are those deriving from the Manchester Recovery Taskforce plans, including...:

- “Swap” between Scarborough and Hull services**...:
 - Scarborough trains will go to Manchester Piccadilly, not Liverpool
 - Hull trains will go through Manchester Victoria to Liverpool
 - The peak-only additional stops at the 4 stations between Huddersfield and Stalybridge will switch from the Hull to the Scarborough trains
 - So the Hull train will be faster to Manchester than at present (though also switching from Piccadilly to Victoria)
- Manchester Airport – Redcar services all extended to Saltburn
- In addition, the Newcastle service increases from current 1tph (Newcastle – Liverpool) to 1.5tph, via additional 0.5tph Newcastle – Manchester Piccadilly
- South Trans-Pennine (Manchester – South Yorkshire – North Lincolnshire) changes as expected, principally the Cleethorpes – Manchester [Airport] becoming a Cleethorpes – Liverpool service.

** BUT in December 2022 this is only partially delivered.

- The Hull train is delivered as above
- Only **every other** Scarborough train runs through to Manchester Piccadilly: alternate trains remain York shuttles only
- Therefore some of the Newcastle – Manchester Piccadilly services also pick up the peak additional stops between Huddersfield and Stalybridge
- Newcastle and the Scarborough services are not on the same clockface between York and Manchester (offset by 3-10 minutes) so intervals are irregular

Other than peak-only matters, the above points generally apply 7 days a week.

LNER

No material changes relevant to West Yorkshire planned in December. (Assumption was that timetables would change significantly in May 2023, but this is now on hold. This includes the proposed new once-daily Huddersfield – London service, which is therefore deferred.)

→ Cross-Country (Scotland – Leeds – Birmingham – South-West)

→ Only very minor adjustments planned in December 2022.

Grand Central (Bradford Int – London King's Cross)

Only very minor adjustments planned in December 2022. (As with LNER, service changes are on hold pending progress with future wider timetable restructuring.)

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Item 13, Appendix 3: Rail network performance data

How performance is reported

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

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

The main indicators used in this report are:

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

More information how rail performance is reported is available here:

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

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

Period	Four-week date range
P3 (22/13)	29 May 2022 to 25 June 2022
P1 (23/01)	26 June 2022 to 23 July 2022
P2 (23/02)	24 July 2022 to 20 Aug 2022

Some of the charts in the report show abbreviated codes, for example '22/08'. These codes refer to the year and reporting period. The first two digits refer to the year – '22' means 2021/22, '23' means 2022/23 and so on. The latter two digits are the period in the year. So, 22/13 is the 13th reporting period in 2021/22.

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

Northern

Northern operates most of the rail services in West Yorkshire.

Headline performance is summarised below.

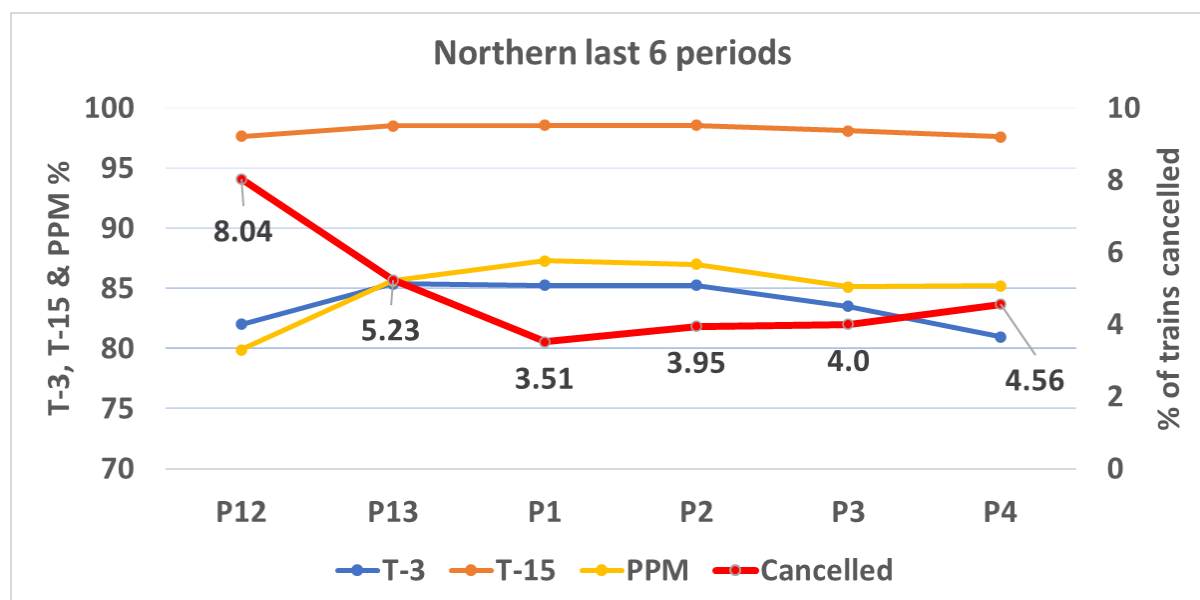
Time to 3 (% of station calls within 3 mins of planed time)	29 May 2022 to 25 June 2022	26 June 2022 to 23 July 2022	24 July 2022 to 20 August 2022
Northern overall	83.52%	80.97%	81.21%
East Region (Yorkshire and East Midlands)	84.97%	80.75%	82.57%

Cancelled	29 May 2022 to 25 June 2022	26 June 2022 to 23 July 2022	24 July 2022 to 20 August 2022
Northern overall	4.04%	4.56%	4.07%
East Region (Yorkshire and East Midlands)	2.94%	3.29%	3.09%

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

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

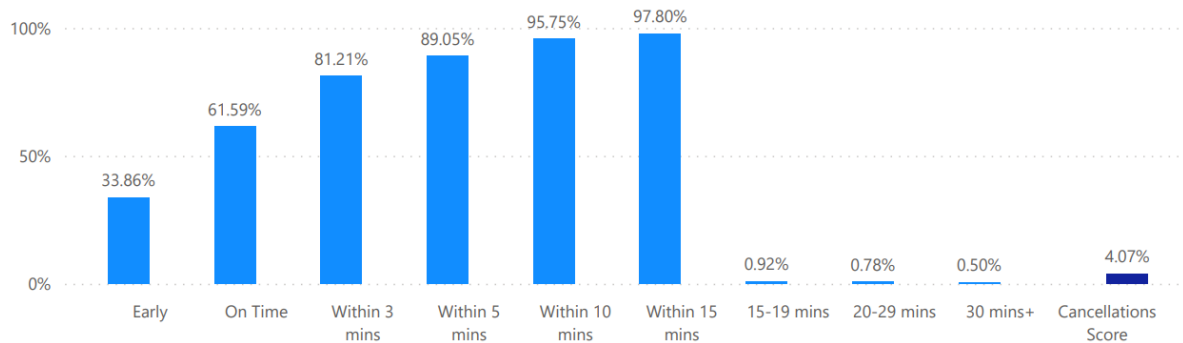
The overall trend of Northern performance for the last six 4-week reporting periods is shown below:



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

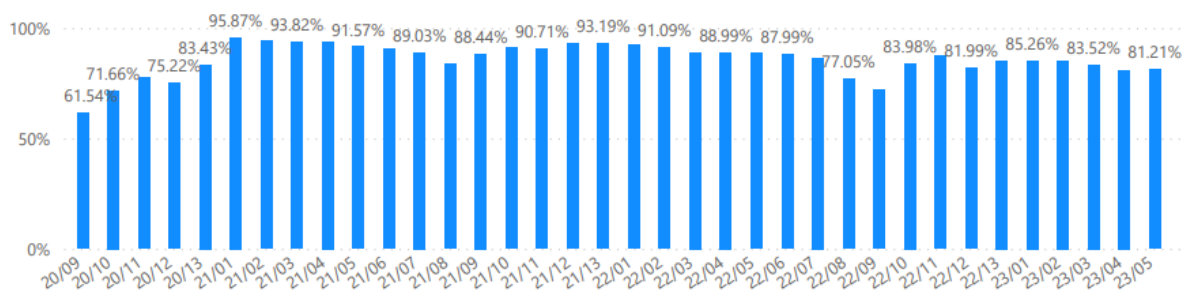
The chart below summarises Northern’s East Region (Yorkshire and East Midlands) performance from 24 July 2022 to 20 Aug 2022 (Period 5).

Punctuality at recorded station stops

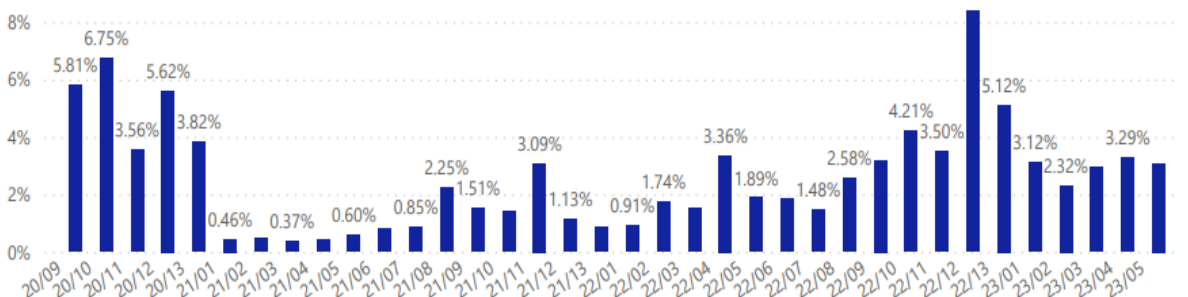


The charts below show punctuality and cancellation trends for Northern’s East Region (Yorkshire and East Midlands area) in 4-week periods from 10 November 2019 (Period 9 of 2019/20, represented as 20/06) to 20 August 2022 (Period 5 of 2022/23, represented as 23/02).

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



Northern East Region: % of services cancelled



TransPennine Express

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

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

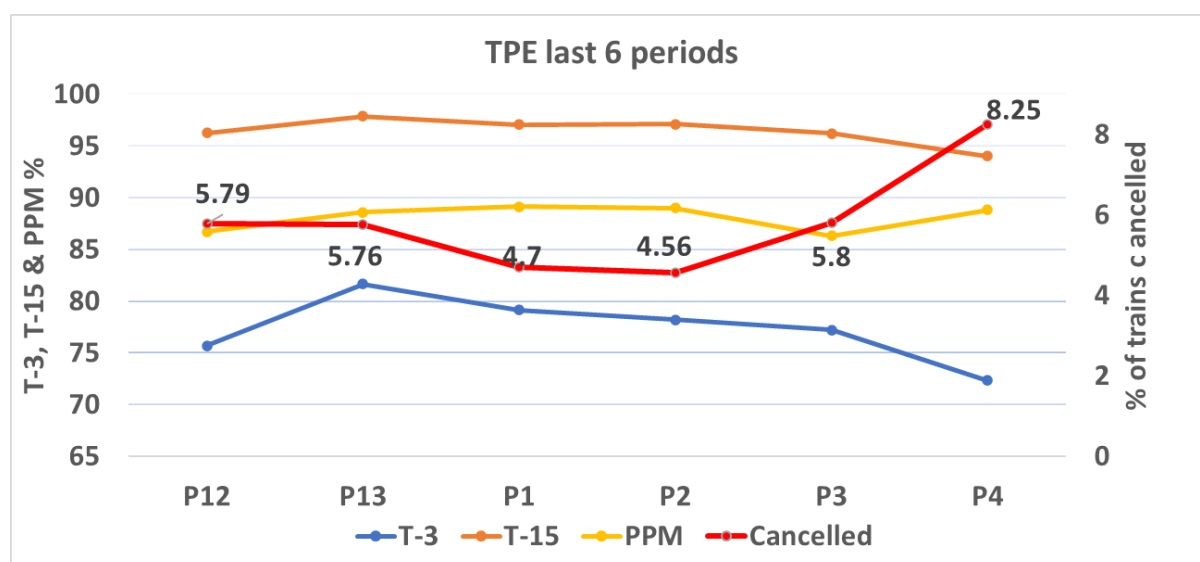
Time to 3 measures (% of station calls within 3 mins of planned time)	29 May 2022 to 25 June 2022	26 June 2022 to 23 July 2022	24 July 2022 to 20 August 2022
Overall	77.24%	72.32%	75.50%

Cancelled	29 May 2022 to 25 June 2022	26 June 2022 to 23 July 2022	24 July 2022 to 20 August 2022
Overall	5.74%	8.25%	6.28%

Note that TPE cancellation data excludes 'P-coded' cancellations announced by 2200 the evening before. P-coding has been used extensively by TPE in recent months – see main report.

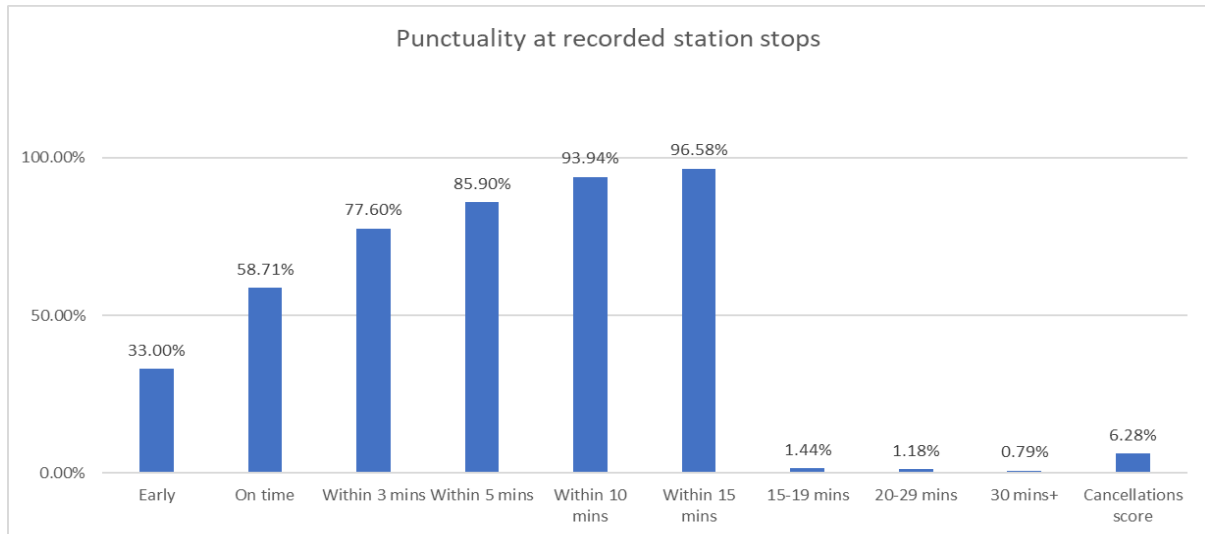
More detailed information on TransPennine Express performance is available here: <https://www.tpexpress.co.uk/about-us/passengers-charter/performance-transparency>

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



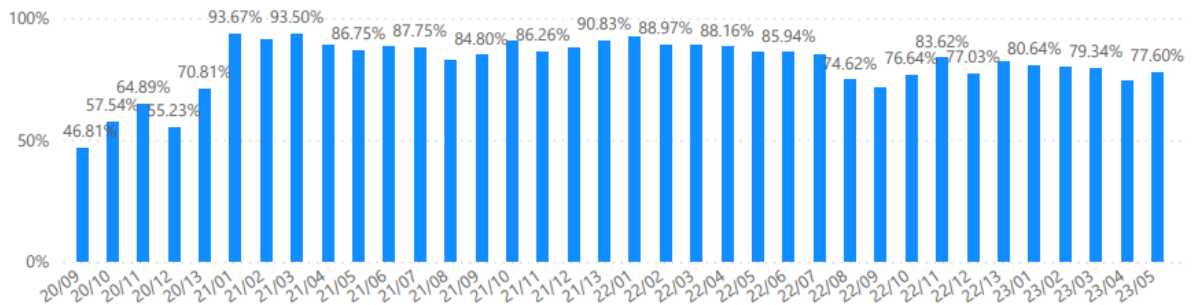
Key: Left axis: % of station calls within 3 minutes (T-3) of planned times, % of station calls within 15 minutes (T-15) of planned times, and legacy PPM measure. Right axis: % of trains cancelled.

The chart below summarises TPE’s North Route (services in and through West Yorkshire) performance from 24 May 2022 to 20 August 2022 (Period 5).

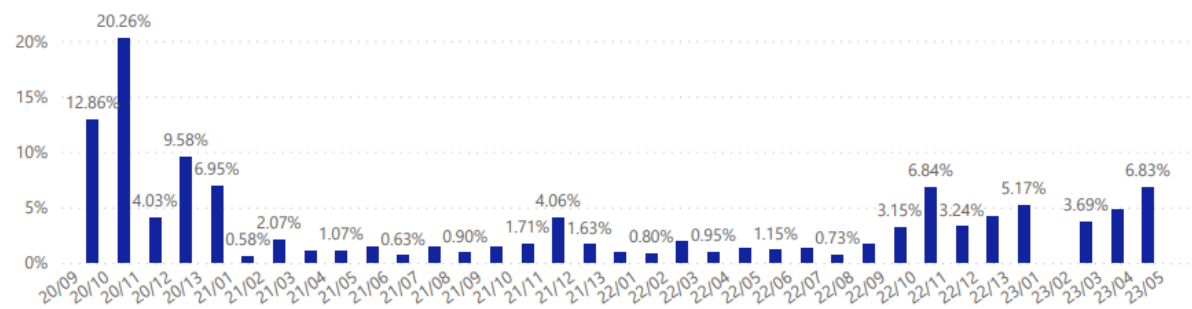


The charts below show punctuality and cancellation trends for TPE’s North Route (services in and through West Yorkshire) from 10 November 2019 (Period 9 of 2019/20, represented as 20/06) to 20 August 2022 (Period 5 of 2022/23, represented as 23/02).

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



TPE North Route: % of services cancelled



LNER

LNER operates regular services between West Yorkshire and London.

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

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

Cross Country

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

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

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

Grand Central

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

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

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

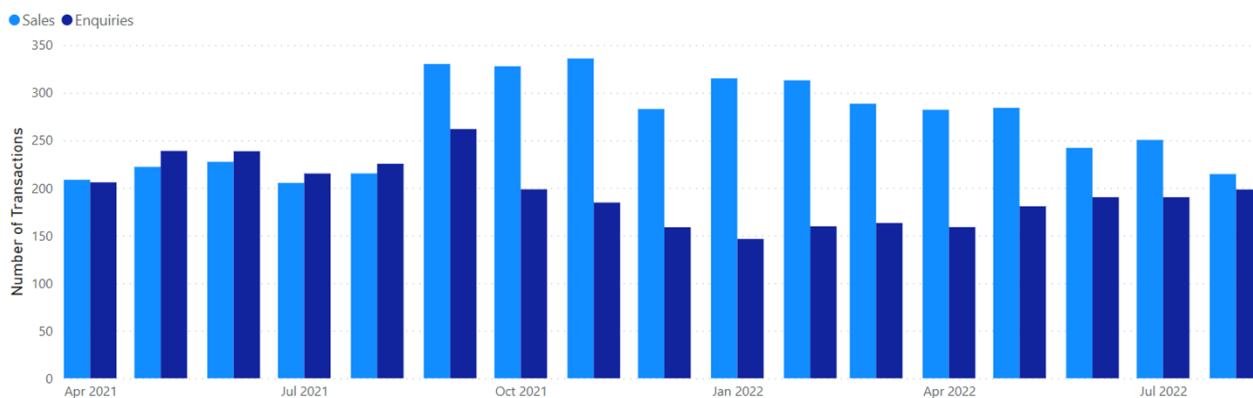
Item 13, Appendix 4: Metro branded activity measures

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

Metro Travel Centres

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

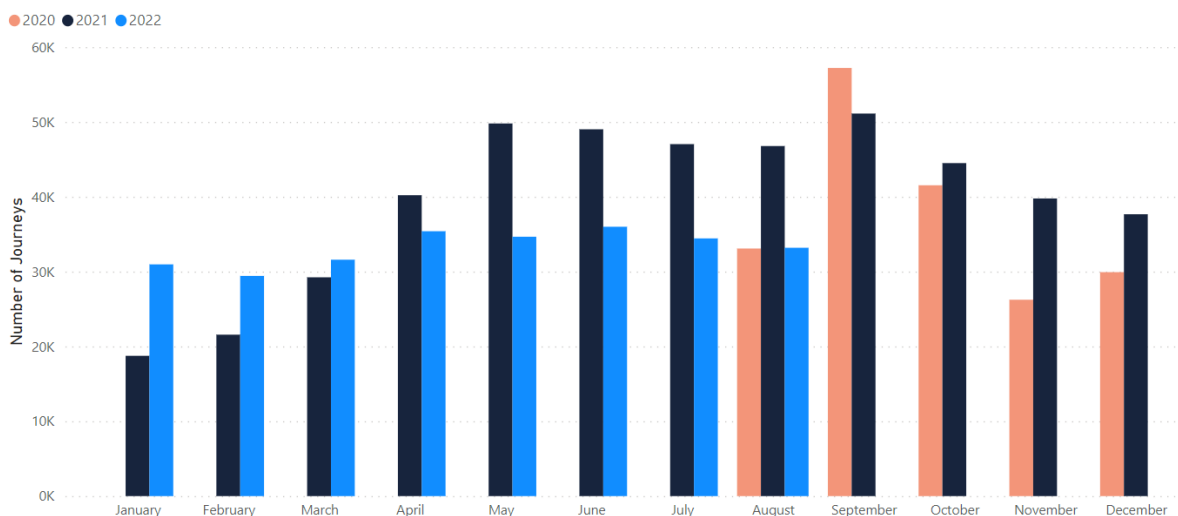
Metro Travel Centres: Average Daily Transactions



Number of journeys planned using Moovit Journey Planner

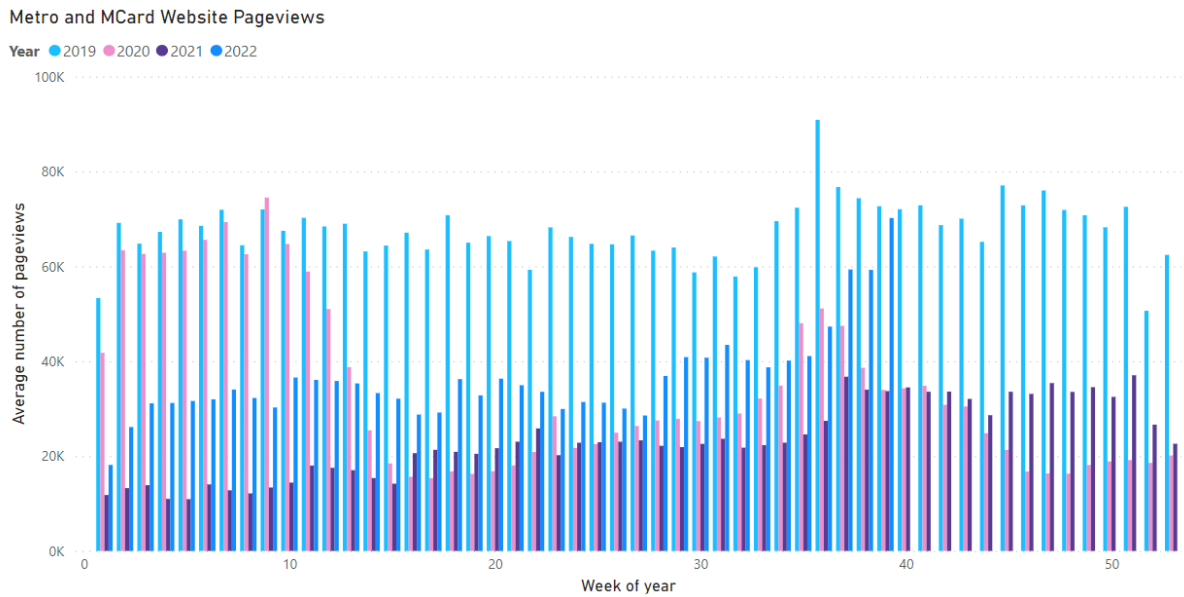
The chart shows the number of journeys planned using the West Yorkshire Moovit Journey Planner by month and year, available via www.wymetro.com. A different journey planner was in use in 2019, so comparable data is not available.

Number of Journeys planned using Moovit Journey Planner



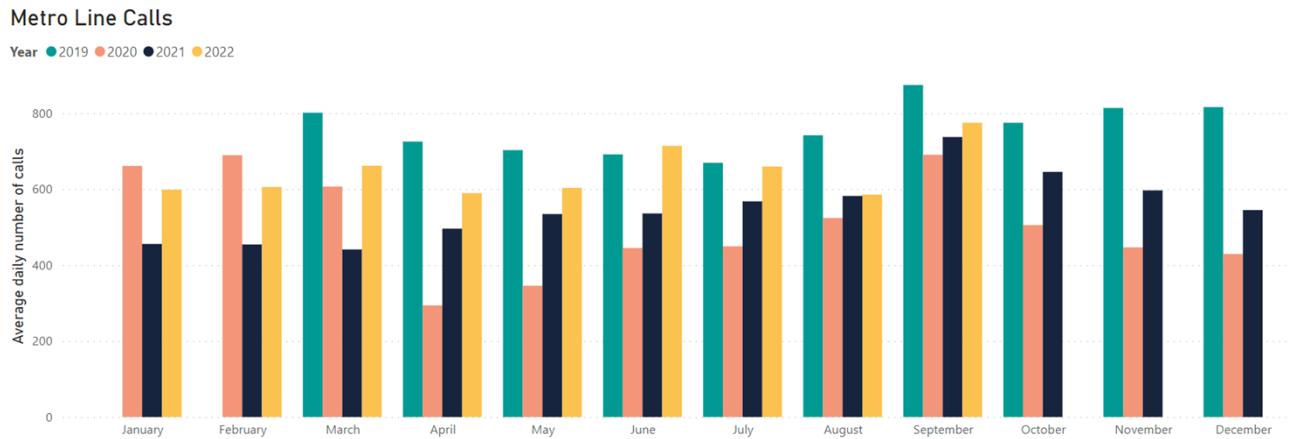
Engagement with Metro website – www.wymetro.com

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



MetroLine calls

The chart shows the average number of weekday (Monday to Friday) calls to MetroLine by month.

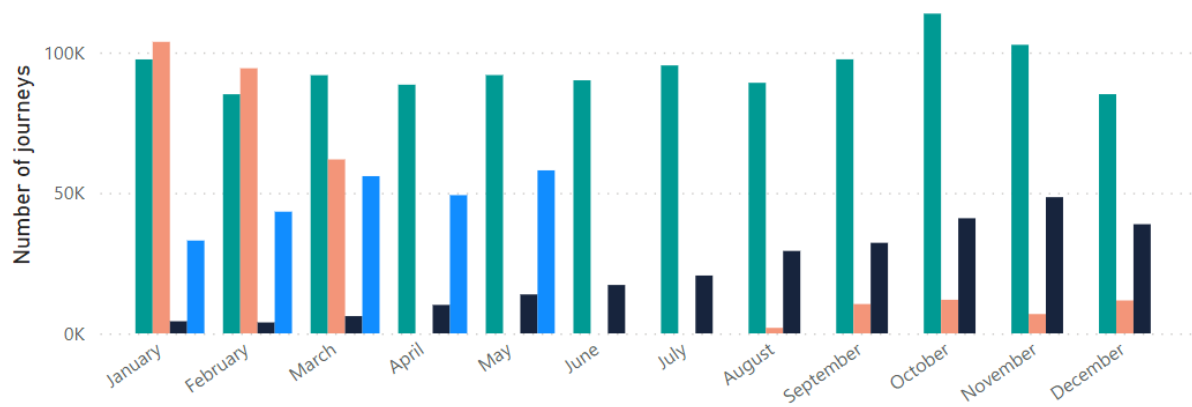


Use of Park and Ride services

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

Park & Ride Journeys

Year ● 2019 ● 2020 ● 2021 ● 2022

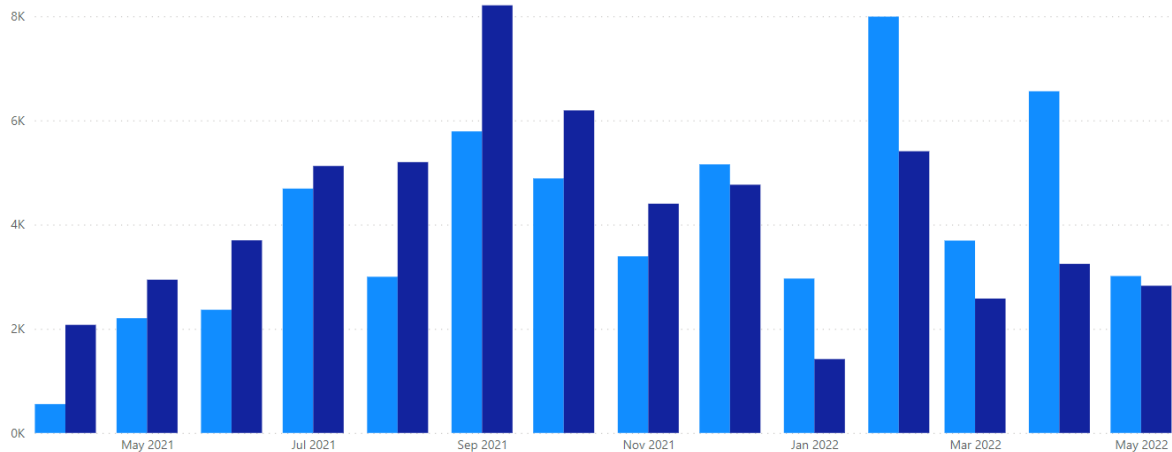


Social media interactions with “Metro Travel News” channels

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

Social Media Engagements with Metro (including MCard and P&R)

● Engaged users (Facebook) ● Engagements (Twitter)



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