

TRANSPORT AND INFRASTRUCTURE SCRUTINY COMMITTEE

MEETING TO BE HELD AT 10.00 AM ON FRIDAY, 26 JANUARY 2024
IN CONFERENCE ROOM 1/2, WELLINGTON HOUSE, 40-50
WELLINGTON STREET, LEEDS, LS1 2DE

A G E N D A

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1. **APOLOGIES FOR ABSENCE**
To note apologies for absence and confirm the quorum of 11 members is met.
2. **DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS**
3. **POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC**
4. **MINUTES OF THE MEETING HELD ON 1 DECEMBER 2023**
(Pages 1 - 8)
5. **CHAIR'S COMMENTS AND UPDATE**
6. **LEVEL 4 DEVOLUTION**
(Pages 9 - 44)
7. **BUS FRANCHISING AND BSIP UPDATE**
(Pages 45 - 72)
8. **MASS TRANSIT**
(Pages 73 - 124)

9. WORK PROGRAMME

(Pages 125 - 136)

10. DATE OF THE NEXT MEETING - 15 MARCH 2024

Signed:

A handwritten signature in black ink, appearing to be 'BAM', written over a horizontal line.

**Chief Executive
West Yorkshire Combined Authority**



**MINUTES OF THE MEETING OF THE TRANSPORT AND
INFRASTRUCTURE SCRUTINY COMMITTEE HELD ON 1 DECEMBER
2023 IN CONFERENCE ROOMS 1/2, WELLINGTON HOUSE, 40-50
WELLINGTON STREET, LEEDS, LS1 2DE.**

Present:

Councillor Joanne Dodds	Bradford Council
Councillor Sabiya Khan	Bradford Council
Councillor Anna Watson	Bradford Council
Councillor Joe Atkinson	Calderdale Council
Councillor Dot Foster	Calderdale Council
Councillor Amanda Parsons-Hulse (Chair)	Calderdale Council
Councillor Harry McCarthy	Kirklees Council
Councillor Andrew Pinnock (Deputy Chair)	Kirklees Council
Councillor Kayleigh Brooks	Leeds City Council
Councillor Oliver Newton	Leeds City Council
Councillor Izaak Wilson	Leeds City Council
Councillor Tony Hames	Wakefield Council
Councillor Charlie Keith	Wakefield Council
Councillor Dave Merrett	City of York Council

In attendance:

Mayor Tracy Brabin	West Yorkshire Combined Authority
Mick Bunting	West Yorkshire Combined Authority
Alison Gillespie	West Yorkshire Combined Authority
Sarah Naylor	West Yorkshire Combined Authority
Simon Warburton	West Yorkshire Combined Authority
Katie Wright	West Yorkshire Combined Authority

10. Apologies for absence

Apologies for absence were received from Councillors Mark Thompson and Julie Medford.

The meeting was confirmed as quorate, with 14 members present (out of 11 needed to meet the quorum).

11. Declarations of Disclosable Pecuniary Interests

There were no declarations of disclosable pecuniary interests.

Cllr Dave Merrett declared a non-pecuniary interest as a member of the Northern Transport Activists Roundtable, York Bus Forum and as a concessionary bus pass user.

12. Possible exclusion of the press and public

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

13. Minutes of the meeting held on 29 September 2023

Resolved: That the minutes of the meeting held on 29 September 2023 be approved.

14. Chair's comments and update

The Chair provided a verbal update on the government's newly published Level 4 Devolution technical document and accompanying Scrutiny Protocol.

- The Protocol is a best practise guide for combined authorities on how to conduct scrutiny most efficiently.
- Compliance with the Protocol is required if the Combined Authority is to progress towards Level 4 Devolution, receiving any further powers or funding.
- West Yorkshire's Scrutiny was highlighted in the Protocol as an example of best practise under principle 7; for using external (and Member) technical experts to advise members on specific topics at committee meetings.

The Scrutiny Protocol sits under the Corporate Scrutiny Committee's remit, which has established a working group made up of members from all three scrutiny committees. Members are welcome to volunteer by informing the scrutiny officers.

The Chair also reminded members that CfGS training on scrutinising finances is available later in the month and she encouraged members to take part.

Resolved:

- (i) That the Chair's verbal update be noted.
- (ii) That members who would like to be part of the Scrutiny Protocol Working Group contact the Scrutiny Officer.

15. Mayor's Question Time – Tracy Brabin

The Chair thanked the Mayor Tracy Brabin and officers for attending the Committee.

Officers in attendance to support the Mayor included the Executive Director for Transport, the Director of Transport Operations & Service Transformation and the Head of Place and Environment Policy.

The session was split into topic areas and members were able to ask any questions under those topic areas, and any follow ups. The topic areas were the Autumn statement, Bus Reform, Decarbonisation, Mass Transit and Housing.

The Mayor thanked the committee for their work and was pleased that the West Yorkshire Combined Authority was mentioned in the Scrutiny Protocol as a best practice example in using technical expertise and understands that the next steps in implementing the Scrutiny Protocol may be to consolidate the three scrutiny committees into one, as advised, pending a formal review and final decision by the CA.

Autumn Statement

The Mayor expressed her views on the Autumn Statement in response to members questions:

- After HS2 for the North was cancelled, she hoped there will be further scrutiny nationally into where the funding has gone, believing that funding should be reserved for transport projects in North.
- She welcomed the continued commitment to WY mass transit and has pressed government for long term devolved funding model (“single settlement funding”) which allows far more flexibility in deployment of funds as an alternative to the separate, smaller funding pots that is currently the case – which will support delivery of big schemes like mass transit.
- She welcomed the commitment to provide funding for a new train station at Bradford as part of the Network North Plan but noted there was no reference to the development of Leeds train station, which requires work to improve capacity to deal with increased footfall, particularly at the weekends.
- £8.3 billion was allocated for road resurfacing across England which the Combined Authority welcomed, alongside the additional £8.55 billion for City Region Sustainable Transport Settlement (CRSTS), which included mass transit funding and many other major infrastructure schemes.
- Overall, she felt the Autumn Statement could have been better, more specific and did not address the key issue around local authority funding cuts, which affects the CA significantly as the local authorities are the main delivery partners of their mutual schemes and strategies.

Bus Reform

Franchising and funding for bus services

- The Mayor noted that for several years bus services have been underfunded and bus companies are private companies whose goal is make profit.
- The public consultation on bus franchising is still ongoing, so the Mayor was not able to comment on the final decision at this time. The consultation results will be reviewed in January and February, with the final decision made in March 2024.
- Investment in buses remains a challenge and this is set out in the publication of the bus reform assessment. Whichever model is recommended following the consultation, it will not by itself reverse the long-term issues with buses.
- The CA will need to work with bus companies to strengthen understanding of the market and the business when creating any franchised network.
- The Mayor noted transport in London often has a number of revenue options to fund other transport services and schemes, and hopes Mass Transit revenue will help fund WY transport in future.
- Bus frequency fell across several areas in Yorkshire, and nationally, but London was less affected partly due to additional support by central government and the ability to draw on revenue. WY areas would benefit from London-style revenue options, to increase patronage and ensure the network is self-sustaining in future.

“Mayor’s Fares” scheme

- The Mayor agreed that non-bus users may not be aware of Mayor’s Fare and more could be done to advertise them.
- 62% of respondents were aware of Mayor’s Fares and has saved £11 million for the public.
- Nearly 30 million journeys have used buses in West Yorkshire, during the Mayor’s Fares scheme; nearly 800,000 a week.
- She noted 50% of those people using buses more regularly have gone from cars. The “Walk it, Ride it” campaign is also important to promote both using the bus and walking.
- She is encouraging businesses to provide Mcards for their employees to use public transport to travel to work.
- Mayor’s Fares will continue to 2024 and will be reprofiled as part of Bus Service Improvement Plan (BSIP) budget due to inflation. Further information will be made available to the Scrutiny Committee.

Late buses in the Night-Time Economy (NTE)

- The availability of buses for people working in the night-time economy (NTE) and NHS is important. However, the Mayor noted these are operational decisions by operators based on which routes are profitable and viable.
- Liverpool has trialled night buses, through revenue sourced funding, and it will be interesting to see the results of the consultation when available.
- The CA is working hard with the business community to build the evidence case for services in the evening and working with Department for Transport to press them about the future of the BSIP model.

- The “Mayor’s Big Bus Chat” collected data about the times buses need to be available for the public.
- The CA needs to make a case for a revenue source to fund more NTE targeted programmes and is considering greater use of flexible transport services and working with taxi firms to better support those who work during NTE.

Real time information and “ghost buses”

- The Mayor agreed that the public should have access to accurate live information on bus services so they can plan their journeys.
- 90% of the public now use Mcard products, including digital forms, the basic offer to the public should include at least a paper timetable in terms of printed materials and information.
- Maintenance of the shelters is a challenge but is a priority for the CA, which does have a responsive online presence (through Metroline) but understand this is not always accessible for all.
- The issue of “ghost buses” and real-time information (RTI) accuracy were the focus of a recently established working group. Across the three large operators, electronic ticket machines will be upgraded to 4G to improve tracking and the working group discussed additional custom communication to the public around real time bus information system.

Access to free buses passes for retired women.

- The retirement age for women has now increased to 65, meaning women must wait longer for a free bus pass. The Mayor noted the issued and will consider it further.

Decarbonisation

Net Zero 2038 and carbon emissions

- The Mayor noted there has been an increase in regional emissions by 6% in 2021 which was 5% lower the 2019 level (of 11%).
- She noted 2038 is an ambitious target and the CA only has a limited set of tools to achieve this, but it was best to stick to the 2038 target to drive delivery rather than push back the target or water down the goal.
- The CA needs to choose a pathway for decarbonisation, and additional work has been commissioned to further understand the pathways before a choice is made. The Climate Committee is due to get an update on this work at its next meeting and this can be reported to scrutiny in future.
- The Mayor added that in the meantime several carbon initiatives are underway which include:
 - Insulating over 900 properties, with 880 in areas of high deprivation, through a pilot scheme.
 - A solar power programme is due to be approved soon, with a target to deliver 1,500 solar battery systems.
 - Grants that support businesses who make their process greener.

- The Mayor noted the Infrastructure Commission's advice that they would not support the use of hydrogen in homes and would instead focus hydrogen use on transport.
- Carbon impact assessment should be part of a business case for projects to get ensure carbon impact is considered for every scheme.
- The government have not yet published guidance regarding carbon assessment tools however the CA has worked closely with government to understand the likely metrics to design a carbon assessment tool to use in the meantime and will adjust it accordingly when the government does publish the final methodology and guidance.

Motorbike access to bus lanes

- It was noted that bus lane regulations and highways policy is not within the Combined Authority's powers and is still a local authority one, but most of the council areas in West Yorkshire did allow motorbikes in bus lanes, while others did not, which is inconsistent approach and probably better if there was a single uniform policy across the county.

Walking

- Walking and bus use is integral to the decarbonisation.
- The Mayor was pleased to fund a "walk to school" programme to encourage parents to walk children to school and support the "Walk it, Ride it" campaign and supported programmes to improve walking routes.

Workplace levy charges and other revenue streams

- The Mayor noted she would expect the Combined Authority to look at any options for revenue streams but at this point could not say if workplace levy charges is something under consideration.

Mass Transit

- The Mayor noted there may be a high cost associated with the programme in West Yorkshire as the region doesn't have old railway lines or vacant land to repurpose like other areas did when they developed their projects in the past, such as Greater Manchester's tram.
- She added that West Yorkshire deserves and needs a Mass Transit system, but it must represent good value for money.
- She does not think the role of mass transit is to mirror existing infrastructure e.g., motorways, but possible routes have been identified and options are being analysed and circulated for consultation with stakeholders.
- "Park and Ride" schemes are also part of the solution, but it does not have to be either/or, decarbonisation or mass transit; it can and should be both.
- Some technical challenges and risks with tram systems which have been identified include that trams stop often to collect passengers and there are safety risks if a tram breaks down near a motorway.

- Phase One currently includes new routes/corridors from south of Leeds city centre to parts of Kirklees, including Dewsbury. This is similar the Salford Keys line in Great Manchester which was all new build.
- A second route/corridor is included for east routes between Bradford and Leeds and is similar to the rail system which already operates between the two cities trying to provide a fast service for passengers and also serve communities in between and not doing either effectively.
- The Mayor added that if West Yorkshire is going to have faster lines, they will not be able to stop along the way and so Mass Transit is part of this solution, and she is pleased to continue to consider corridors not just in Leeds but surrounding areas too.
- It is also important to ensure mass transit, rail and buses are interconnected and businesses need to be made aware of how it is beneficial to their workforce.

Affordable Housing

- The Mayor's target for 5,000 sustainable houses is important, however, since this target was set housing has been impacted by inflation, the impact of the pandemic and the war in Ukraine.
- To date 3,183 affordable homes have been started and 2,750 are due to be completed by the end of 2023 through CA funding.
- She is working with West Yorkshire Housing Associations to come together to help deliver the target; the CA signed a Strategic Place Partnership with Homes England, one of three in the county.
- Local authorities have responsibility for social housing, and the CA is considering how it can help them deliver their plans in this area.
- The Brownfield Housing Fund allocates £89 million for 'unlocking' housing in the region; however there is still red tape and deadlines set by government which create challenges with delivery.
- The Mayor was pleased to see several schemes to build social housing in Calderdale in areas which have previous been challenging to build on.
- The CA is contracted to deliver 1,113 affordable homes through the Brownfield Housing Fund. This fund was not designed for affordable housing, but the CA persuaded government to include that criterion as a goal.
- She noted the challenges with modular housing is that companies are going bankrupt. She is not averse to modular housing but needs to consider the wider market.
- The Mayor reassured the committee that she is raising the issue of Benefit Cost Ratio (BCR) with central government.
- She added that tackling lower quality landlords is important to delivering affordability and was pleased to see lifting of housing benefit cap.

Resolved:

- That the Committee's feedback and conclusions be considered further.

- That the Mayor be thanked for attending and answering the Committee's questions.

16. Work Programme

The Chair provided an overview of the current work programme and the next meeting's draft agenda (26 January 2024).

Resolved:

- (i) That the work programme be noted.
- (ii) That the date of the Flexi Bus Working group on 26 January 2024 be noted.

Report to:	Transport and Infrastructure Scrutiny Committee
Date:	26 January 2024
Subject:	Level 4 Devolution
Director:	Sarah Eaton, Director Strategy, Communications & Intelligence
Author:	Anna Crump Raiswell, Policy Officer

1. Purpose of this report

- 1.1 To provide an overview of the recently announced Level 4 Devolution Framework, through which the Combined Authority can apply to access new powers, functions and flexibilities.
- 1.2 To provide a summary of the new Scrutiny Protocol, published alongside the Level 4 Devolution Framework, which aims to create a sustained culture of scrutiny in devolved bodies and is a requirement for accessing further devolution.
- 1.3 To provide an update on the Combined Authority's proposed next steps to deeper devolution, via Level 4 of the Devolution Framework, which requires submission to the Secretary of State before 31 January 2024.

2. Information

Background

- 2.1 On 22 November 2023, the Department for Levelling Up, Housing and Communities (DLUHC) released a technical paper outlining the new Level 4 Devolution Framework. The Framework aims to standardise the approach to English devolution, moving away from previously agreed bespoke deals.
- 2.2 As an established Mayoral Combined Authority, West Yorkshire Combined Authority is eligible to apply for Level 4 Devolution and is working in partnership to understand both the opportunities and implications of accessing this level of the framework, and how it can help to achieve regional priorities as set out in the West Yorkshire Plan.
- 2.3 The Framework marks a step forward towards greater devolved funding and powers to eligible institutions who choose to participate and provides a stepping stone towards a single settlement through the offer of consolidated funding at the next multi-year Spending Review.

- 2.4 References to greater collaboration with Government departments and other national organisations on a broader range of policy areas marks a shift in emphasis in the relationship between national Government and the region.
- 2.5 The Framework sets out a number of policy areas where it is increasing flexibilities, granting new powers or increasing collaboration between government and regions. It also includes other hooks including the move towards a general, rather than the existing, functional power of competence and the ability to make technical adjustments to historic legislation and take on board powers that other areas have previously secured. This offers the potential for areas to further broaden the scope of proposals on offer whilst addressing historic discrepancies in power.

Level 4 Framework

- 2.6 The Level 4 Devolution Framework, attached at **Appendix 1** to this report, set out the powers and functions available to eligible institutions, across a range of policy areas.
- 2.7 Key highlights on offer through the framework are as follows:

Policy area	Summary of offer
Funding	<ul style="list-style-type: none"> • Funding simplification with a consolidated DLUHC pot, available at the next multi-year spending review, as the first stage towards a single settlement. • Removal of Gainshare gateway reviews for eligible institutions which have passed Gateway One and meet criteria relating to local evaluation frameworks.
Transport	<ul style="list-style-type: none"> • Devolved and consolidated integrated local transport settlement for eligible institutions subject to demonstration of appropriate level of fiscal sustainability and broader capacity/capability from the next multi-year Spending Review for the length of the Spending Review. • A range of other offers linked to the Key Route Network, Pavement Parking and Taxi Licensing. • <i>Access to Transport powers must be taken as a whole and are not available to pick and choose as with other powers on offer.</i>
Employment and skills	<ul style="list-style-type: none"> • Further commitment towards a more devolved adult skills system with increased flexibility on adult skills programmes and the ability of institutions to be central convenors of careers provision in their regions, however availability is dependent on outcome/implementation of Trailblazer deals. • <i>Employment and Skills powers and flexibilities on offer must be taken as a whole.</i>
Housing and Land	<ul style="list-style-type: none"> • Local leadership of the Affordable Homes Programme from 2026. • Move towards greater collaboration between eligible institutions and DLUHC on housing quality.

Net Zero, Climate Change Natural Capital	<ul style="list-style-type: none"> Government will consider devolving net zero funding, including for retrofitting buildings subject to the outcome of the trailblazer pilots and following a review of the effectiveness of the approach.
Public Health	<ul style="list-style-type: none"> A new concurrent power to take on the public health duty, offers no new funding but aims to create a health in all policies approach to the Combined Authority's work.

Eligibility, Application Process and Timeline

- 2.8 The Framework sets out a range of eligibility criteria such as providing confidence in the capacity, governance and culture of the eligible institution to deliver and how they are implementing the Scrutiny Protocol as outlined in **Appendix 2** to this report, published separately, which the area is currently well placed to meet.
- 2.9 Eligible institutions will decide which parts of the framework they would like to apply for and a final decision on this must be made by the mayor or directly elected leader with the agreement of all constituent members in the case of an eligible devolved institution.
- 2.10 To note, both the transport and employment and skills powers come as an all or nothing package and have to be accepted in their entirety or not at all.
- 2.11 Government must be notified of an eligible institution's intention to submit a formal application by 31 January 2024.
- 2.12 Since the Government's publication of the Level 4 Devolution Framework in November 2023, the Combined Authority and five Local Authorities have been working closely, and at pace, to understand and consider the opportunities that a Level 4 Deal presents for West Yorkshire.
- 2.13 In discussions that have taken place, the partnership has been clear that deeper devolution must align with our collective objectives and priorities for the region. It must offer greater opportunity and levers to achieve the objectives and outcomes the partnership is seeking to deliver for our communities, businesses and places, as set out in the West Yorkshire Plan.
- 2.14 On 18 January, the Combined Authority's Finance, Resources and Corporate Committee will discuss the proposed West Yorkshire submission and decide on next steps, including whether to submit an application letter to the Secretary of State.
- 2.15 It should be noted that the initial submission of a letter of application to the Secretary of State does not constitute an irrevocable step, and does not form part of the statutory process. However, it signals an intent to engage with government and

proceed with the Level 4 Framework, subject to further development work between the West Yorkshire partnership and Government. The legislative processes for the different aspects of the application would need to be worked through in progressing this as part of which all statutory requirements including the need for individual consents on whether to accept new powers would take place.

West Yorkshire Partnership Principles

- 2.16 The first West Yorkshire Devolution Deal, agreed in 2020, was underpinned by a set of partnership principles which has supported the successful development of the partnership over the last three years. Since that time, the West Yorkshire partnership has grown and strengthened, demonstrated by our successful delivery of a range of ambitious programmes and initiatives which have resulted in better outcomes for local people, business, and place.
- 2.17 The strength of the West Yorkshire partnership of the five local authorities and the Combined Authority will underpin our ability to successfully deliver deeper devolution across the region.
- 2.18 Work to develop the West Yorkshire response to the Government's Level 4 Devolution Framework has provided a useful catalyst to review and refresh these principles, to support the next stage of the Combined Authority's devolution journey.
- 2.19 Revised partnership working principles are now set out below for consideration:
- Collaboration and Co-production
 - Sovereignty
 - Subsidiarity and Devolution
 - Transparency and Accountability
 - Fairness and Equity
 - Flexibility and Funding Simplification
- 2.20 In seeking any further deepening of devolution in West Yorkshire, our approach recognises and acknowledges the parity of partnership, our strength as a collective of six and the lack of appetite for any proposal which diminishes the role or sovereignty of our constituent parts. We will work to these collectively agreed principles to ensure that moves towards deeper devolution across West Yorkshire support the achievement of our ambitions and deliver better outcomes for local people, businesses and communities across all areas of the region.

Next Steps for the Application

- 2.21 The known next steps for the Level 4 Devolution application process are as follows:
- Discussion by Finance, Resources and Corporate Committee on 18 January on whether to proceed with a West Yorkshire application.



- If the decision is to proceed with an application, further detailed work on the Scrutiny Protocol and its application to West Yorkshire will take place. A Working Group consisting of volunteers from all three of the Combined Authority's Scrutiny Committees will consider the Protocol in more detail and report their findings. More detail on this is set out in a later section of this paper.
- A broader paper on Level 4 Devolution will be considered by the Combined Authority on 1 February 2024.
- If the decision is to proceed with an application, consideration and ratification of the initial application will be carried out by each Constituent Council.
- Following any submission, consideration will be taken by the Secretary of State on whether to accept West Yorkshire's application. If accepted, further discussions will commence with Department of Levelling Up Housing and Communities, and individual government departments to develop detailed proposals for each policy area. In particular, this will include consideration of whether consultation or statutory changes are required to implement individual elements of the Framework.

2.22 Scrutiny Committees and Members will be kept up to date as this work progresses.

Scrutiny Protocol

2.23 The Scrutiny Protocol was developed in consultation with scrutiny officers, chairs and members nationwide as well as academic and sectoral experts (Centre for Governance and Scrutiny, the House of Commons Library, Onward and The Bennett Institute at the University of Cambridge).

2.24 The Government considers the Scrutiny Protocol a key factor in Mayoral Combined Authorities implementing the Level 4 Framework and single department-style funding settlements.

2.25 Mayoral Combined Authorities must confirm in their application that they will report on how they are implementing the Scrutiny Protocol within one year of confirmation from the Secretary of State that the Government is content to proceed with a Level 4 agreement.

2.26 Mayoral Combined Authorities will be expected to write to the Secretary of State to confirm they are implementing the Scrutiny Protocol by this deadline. The Government will expect to see how areas are implementing all of the key principles and additional scrutiny e.g., Mayor or directly elected leader Question Time in the Scrutiny Protocol.

2.27 The Scrutiny Protocol sets out the best practice for accountability and scrutiny within Combined Authorities, Mayoral Combined Authorities and Combined County Authorities.

- 2.28 Combined Authority Officers have been involved in consultation with DLUHC in the development of the protocol and are continuing to work to ensure the Combined Authority can implement the protocol.
- 2.29 The Protocol identifies 18 Key Principles:
1. A pool of members
 2. Politically balanced membership
 3. Geographically balanced membership
 4. Appointing a chair
 5. Sustained appointments made on interest and skills
 6. Well-resourced training
 7. Inviting technical expertise
 8. Remuneration and status
 9. Holding the mayor or directly elected leader and the institution to account
 10. Participation in pre-policy and pre-decision scrutiny
 11. Provision to call in
 12. Regular performance monitoring including agreed outcomes
 13. Robust work programming
 14. Focused task and finish exercises
 15. Strong relationships with stakeholders
 16. Regular self-evaluation and reflection
 17. Access to data, research, and analysis
 18. Strong relationship with audit committees
- 2.30 There are two additional principles relating to committee structure and public Mayor's Question Time. The Protocol strongly recommends – but does not mandate – a single committee scrutiny structure, citing Greater Manchester's structure as an example. It does require combined authorities to hold frequent Mayors Question Time sessions, moderated by independent local journalists or business people, which allow the public to ask the Mayor questions. This has now been implemented in West Yorkshire, with the first sessions scheduled in Wakefield on 25 January, Halifax on 5 February and Leeds on 22 February.
- 2.31 The full Scrutiny Protocol document published by the Government is available at this link:
- [Scrutiny Protocol Working Group](#)
- 2.32 At the Corporate Scrutiny Committee meeting on 24 November, a Scrutiny Protocol Working Group was established with volunteers from all three scrutiny committees, to review the Protocol and make recommendations on how the Combined Authority can ensure compliance with all of the Key Principles.

- 2.33 The Working Group is currently scheduled to meet on 29 January and 16 February and aims to complete its report and recommendations – following some consultation with all scrutiny members and other stakeholders – for submission to the 8 March meeting of the Corporate Scrutiny Committee and for agreement and the 14 March meeting of the Combined Authority for the final decision, as required.
- 2.34 The members of the working group cover all scrutiny committees, councils and political parties are, and are (with Transport Scrutiny members highlighted in bold):
- (Chair) Cllr Barry Anderson (Conservative, Leeds – Corporate)
 - **Cllr Kayleigh Brooks (Labour, Leeds – Transport)**
 - Cllr Tony Wallis (Labour, Wakefield – Economy)
 - Cllr Susan Lee-Richards (Green, Kirklees – Corporate) sub: Cllr Andrew Cooper
 - **Cllr Amanda Parsons-Hulse (Lib Dem, Calderdale – Transport)**
 - Cllr Samantha Harvey (Conservative, Wakefield – Corporate)
 - Cllr Aneela Ahmed (Labour, Bradford – Economy)
 - Cllr Bob Felstead (Conservative, Bradford - Economy)
 - Cllr Richard Smith (Conservative, Kirklees – Economy)
 - [GUEST] Debbie Simpson, Independent Chair of Governance & Audit Committee
- 2.35 This review process also fulfils a commitment made in 2021, when the current scrutiny system was adopted, to review the effectiveness of the new scrutiny system within the Mayor’s first term.

3. Tackling the Climate Emergency Implications

- 3.1 There are no climate emergency implications directly arising from this report, however further flexibilities made available through accessing Level 4 Devolution will support the Combine Authorities 20238 Net-Zero goal and other climate and environment priorities.

4. Inclusive Growth Implications

- 4.1 There are no inclusive growth implications directly arising from this report, however accessing the opportunities afforded through the Level 4 of the devolution framework will enable the Combined Authority to achieve its priorities around inclusive growth.

5. Equality and Diversity Implications

- 5.1 There are no direct equality and diversity implications directly arising from this report, however if the Combined Authority gains the powers and functions in the Level 4, it will give us more freedom to deliver on our equality and diversity priorities.

6. Financial Implications

- 6.1 There are no financial implications directly arising from this report. If the decision is taken to proceed with Level 4 devolution, this will result in financial implications for the Combined Authority, including the move towards a Department Levelling Up Housing and Communities single settlement.

7. Legal Implications

- 7.1 Although there are no direct legal implications at this stage, statutory processes will need to be followed as appropriate to progressing different elements of the framework. This will become clearer upon advice from government as the process progresses.
- 7.2 Officers of the Combined Authority and partner councils are working collaboratively in assessing and taking forward any legal and statutory elements of this process.

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 Scrutiny Committee notes the report and provides any feedback or comments.

11. Background Document

There are no background documents referenced in this report.

12. Appendices

Appendix 1 – Technical Guidance Level 4 Devolution Framework

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> [Technical paper on Level 4 devolution framework](#)

[Department for
Levelling Up,
Housing &
Communities](#)

Policy paper

Technical paper on Level 4 devolution framework

Published 22 November 2023

Applies to England

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Chapter 1: Policy and conditions

Introduction

This document sets out the devolution framework Level 4 policies that are on offer to existing Level 3 institutions by application to the government. This is subject to access procedures, see chapter 2. This document describes the offer of powers from the government and any requirements that institutions will need to satisfy. The Level 4 offer, and its constituent parts, are optional; institutions do not need to implement the package as a whole, unless otherwise specified. Any powers available at Level 1-3 of the framework may also be granted at Level 4.

The framework continues to be designed to be dynamic so that it can evolve and be informed by devolution deal discussions and future policy development over the coming years. The updated version, alongside Level 4 powers and functions can be found at Annex 1.

Institutions refers to eligible institutions, which are mayoral combined authorities, mayoral combined county authorities and single local authorities.

We will keep the devolution framework, including Level 4, under review; including considering any further powers as part of further deepening of devolution.

Finance

Funding simplification

As set out at Spring Budget 2023, the government's ambition is to roll the single department style settlement model out to all areas in England with a devolution deal and a directly elected leader over time. We are working with Greater Manchester Combined Authority (GMCA) and West Midlands Combined Authority (WMCA) to develop further detail on the single settlements. To ensure these settlements stand the test of time, we are focusing on working with the trailblazers to design the first of these settlements before rolling out further.

As a precursor, we will offer Level 4 MCAs a DLUHC-only 'consolidated pot' at the next multi-year SR, covering two investment themes - local growth and place; and housing and regeneration - which will act as a steppingstone to the full trailblazer-style single settlement. The DLUHC consolidated pot will allow for

better planning over the longer term, provide MCAs with greater freedom and reduce administrative burden.

Following successful delivery of the consolidated pot, and learning from the trailblazers, Level 4 institutions will then become eligible to receive a single department style settlement covering all devolved spending areas from the subsequent multi-year Spending Review.

Gainshare Gateway Reviews

In due course, we will remove gateway reviews for eligible institutions which have passed Gateway One and meet the criteria relating to local evaluation frameworks, local transparency, and accountability. Further details on this will be shared shortly.

General Power of Competence

Eligible institutions, concurrently with the mayor, will be given the local authority general power of competence where they currently possess a functional power of competence. The government expects the institutions and their mayors to be leaders for their communities in reacting to crises and promoting social, economic and institutional innovation and to be close partners for the government in a wide range of future initiatives. To that end, the government offers a General Power of Competence to any area that feels this would help them in delivering that role.

Skills and employment

This offer sets out further commitments towards a more devolved adult skills system. The offer provides increased flexibility on adult skills programmes and establishes devolved institutions as the central convenors of careers provision in their respective regions. The offer is subject to these conditions:

- a. An eligible institution must have demonstrated effective management of its devolved adult education budget for a minimum of 2 years in addition to the specific conditions relating to the Free Courses for Jobs and Skills Bootcamps offers.
- b. An eligible institution must implement the Level 4 skills offer in its entirety. Eligible institutions cannot pick which skills elements to request; they must request all of them or none of them.

Adult education

The government will devolve non-apprenticeship adult skills functions and grant funding to eligible institutions. This is subject to the implementation of the

trailblazer deals in GMCA and WMCA and the institution satisfying readiness criteria.

There may be specific instances when the government needs to direct the design of adult skills provision or allocation of adult skills funding. However, this will be the exception rather than the rule, in circumstances where the scale or urgency are such that a national response is judged to be required to deliver the required outcomes or where there are national skills priorities that the government believes are not being met sufficiently by the skills system.

Free courses for jobs

The government will fully devolve and remove all ringfences for Free Courses for Jobs (FCFJ) funding. To access this part of the framework, the following condition must be satisfied:

The eligible institution demonstrates spending 80% of its available funding for the FCFJs offer on delivering high value Level 3 qualifications across an academic year and has a track record of delivering the current 'core offer' criteria or using the agreed 50% flexibility to address needs in the local labour market to eligible learners, addressing any barriers to Level 3 learning where necessary.

Skills Bootcamps

The Department for Education (DfE) will provide eligible institutions with sector flexibility over 100% of its allocation of Skills Bootcamps funding from financial year 2025/26, subject to eligible institutions satisfying agreed performance indicators. The DfE will share with the institution relevant commissioning activity, performance information and other data on Skills Bootcamps provision that will, or is likely to, include delivery to local residents or employers. In turn, the institution commits to share relevant commissioning activity, performance information and data about local delivery.

An eligible institution must satisfy the following conditions to access this part of the framework:

- The eligible institutions must retain the core purpose, policy intent and branding of Skills Bootcamps, consistent with the national model and maintaining this model integrity including while using sector flex.
- The eligible institutions must meet performance thresholds and achieve 80% starts and 60% outcomes, to be agreed in a side agreement with local areas.
- The eligible institutions must have delivered Skills Bootcamps for at least a full year, and the DfE will need to have confidence in their assurance process.
- The eligible institutions must maintain regular engagement with DfE and fellow eligible institutions.

Careers

With a mandate from the Secretary of State for Education, the DfE will work with eligible institutions to take forward the recommendations of the Holman review of careers education by offering a more place-based approach to careers education. This will enable the institution to act as the central convenor of careers provision in the region, creating strategic partnerships with local stakeholders to ensure that services for adults and young people align and respond to the skills needs of the local economy and with local skills planning. For adults this will include shaping and agreeing local KPIs with prime contractors of the National Careers Service and for young people this will include building on the current role of Careers Hubs and the support they provide for schools and colleges. The convening role will need to continue to align with, and respond to, the national funding and delivery of careers services.

Eligible institutions will strengthen delivery of the National Careers Service by reviewing and, where necessary, strengthening, collaborative activities and agreement of local KPIs, using existing national contractual mechanisms.

Eligible institutions will play a greater role in shaping the future national specification of an all-age careers system with the opportunity to feed into policy development for how the nationally funded careers offer evolves in the future, alongside continued engagement with the National Careers Service through locally agreed key performance indicators with regional prime contractors. This collaborative approach, including dialogue with DfE officials, will help to shape future service provision and contract specifications.

This is contingent on eligible institutions continuing to work with Careers Hubs and engaging with them at the local level.

Local skills improvement plans (LSIPs)

The DfE will consider the future role of eligible institutions in the delivery of LSIPs and the Local Skills Improvement Fund, drawing on the lessons learned from the trailblazer deals. In particular, the government will consider aligning the boundaries for LSIPs with those of eligible authorities where they exist.

Labour market governance

The Department for Work and Pensions (DWP) Secretary of State will ask eligible institutions to convene a new Regional Labour Market Partnership Board, which builds on the current collaborative structure that is already in place. The new board will be made up of senior officers from the eligible institution and from DWP (such as the area's Strategic Partnership Manager, Service Leader, or other appropriate HMG officials) with the authority to consider evidence, make advisory recommendations and engage in discussions proactively, to ensure that DWP, Jobcentre Plus (JCP) activity and eligible institution activity works together to improve client outcomes.

Outside this Board, discussions between the eligible institutions and JCP will take place between a single point of contact either through the area's Strategic Partnership Manager or Service Leader. Through these discussions, the new Regional Labour Market Partnership Board, and continued engagement with regional Jobcentre Plus teams, the DWP and the eligible institution will work closely to generate and/or identify, and test where feasible, approaches and initiatives that promote, and address priority needs in the area.

By taking this approach, the eligible institutions and DWP will work together to ensure value for money, better use of public funding and to achieve the best possible outcomes for clients locally and nationally.

Employment programmes

DWP will consider development of new contracted employment programmes, when necessary, in response to labour market conditions. Local stakeholders have a role to play to maximise outcomes in each area. As and when the specifics of any new contracted employment programme are determined, DWP will consider the appropriate role that eligible institutions would have in the design and delivery of the programme.

Data sharing

Alongside these new levers, which will ensure a stronger link between skills and jobs in the local labour market, the government and eligible institutions will work together to develop an appropriate data sharing framework that promotes information and lawful data sharing between national government and eligible institutions to aid the effectiveness of skills planning and delivery.

DWP and eligible institutions will work together to explore feasibility and potential for proportionate data sharing arrangements for programmes and services operating in the region to reduce duplication and facilitate better targeting and efficiency of an integrated employment and skills offer. This will be dependent on the work set out in the trailblazer devolution deals with the Greater Manchester Combined Authority and the West Midlands Combined Authority to establish principles for the legal, safe and secure sharing of data between the government and combined authorities.

Housing and land

Affordable Homes Programme

Eligible institutions, in partnership with Homes England, will be able to set the overall strategic direction, objectives and local leadership for the deployment of the Affordable Homes Programme in their respective regions from 2026. Operational management and administration will remain with Homes England

and hence a strong partnership, such as through a Strategic Place Partnership, will be essential from the outset.

Decisions on how this will function will be taken as part of the development of the new programme over the coming year, with final decisions taken as part of the Business Case. This is subject to any relevant successor programme being agreed in the next Spending Review.

The following conditions must be satisfied for eligible institutions to access this part of the framework:

- The institution has developed a pipeline of affordable housing schemes that are deliverable within the programme's timeframes, represent good value for money and are aligned with the government's objectives for the new Programme.
- The institution has a strong track record of working effectively with both Homes England and Housing Associations
- The institution is able to provide assurance that it is able to operate effectively in the local market.
- The institution is able to demonstrate strong internal political cohesiveness and common housing aims across its geography and various planning authorities.

Housing quality

DLUHC and the eligible institutions are committed to tackling poor quality housing in their area. As part of this, DLUHC will collaborate with eligible institutions to understand specific local housing quality issues in their areas and the potential solutions across the private and social rented sector. Specifically, DLUHC will facilitate the sharing of best practice and information from across the country, including from enforcement pathfinder and pilot programmes already underway.

As part of DLUHC's commitment to tackling poor quality housing, the local housing authorities within the area will be given support and powers to help manage areas of private rented accommodation in line with previous devolution deals.

Mayoral development orders

Eligible institutions will be granted the power to make Mayoral Development Orders so that they can proactively grant permission for strategic development opportunities, with the local planning authority's consent.

Compulsory purchase powers

The eligible institution will be given land assembly and compulsory purchase powers for housing, regeneration and economic development purposes subject

to the agreement of the local authority constituent member where the relevant land is located, and to the consent of the Secretary of State for Levelling Up, Housing and Communities.

Public sector land

DLUHC will support the eligible institution to establish its own public sector land commission. This support could provide relevant contacts, establish initial engagement with relevant partners, departments and stakeholders across government and support on initial launch of any land commission. This approach could give the institution the opportunity to engage with the UK government on specific barriers, opportunities and sites within their area. A direct contact in government could also be sought from the Cabinet Office to support in the long-term but the main functionality would be maintained and operated by the institution.

Access to this offer is conditional on the eligible institution having an existing connection to One Public Estate at a local level.

Resilience and contingency planning

The UK government will work to significantly strengthen Local Resilience Forums by 2030, as described in the UK government Resilience Framework. This will include a clear role for eligible institutions and their directly elected leaders in local resilience and civil contingency planning, preparation and delivery.

This is subject to the conclusion and full consideration of the Stronger Local Resilience Forums pilot programme in 2025/26, and eligible institutions having a strong working relationship with the relevant LRF.

Transport

The transport offer is made available as a package of measures that eligible institutions, wishing to deepen their transport devolution settlement will be expected to draw down in its entirety.

Single transport funding settlement

Subject to demonstrating an appropriate level of fiscal sustainability and broader institutional capacity/capability within the eligible institution, the directly elected leader will be responsible for a devolved and consolidated integrated local transport settlement for the eligible institution which the Government will provide the eligible institution from the next multi-year Spending Review for the length of the Spending Review period. The ambition is for the consolidated local transport budget to include all funding allocation to the eligible institution for

Local Transport. The assurance framework will build on the existing City Region Sustainable Transport Settlement (CRSTS) assurance framework and will include outputs, outcomes and circumstances where a project becomes a retained scheme and as such is subject to approval from the Government. The eligible institution should note that this may mean that they could be ineligible for some local transport funding competitions run by the central Government.

Bus Service Operators Grant

In line with the commitment in the National Bus Strategy, the government is working on the reform of the Bus Service Operators Grant (BSOG). This reform activity will include public consultation that all Local Transport Authorities (LTAs) will be able to respond to. The government will devolve powers for the payment of BSOG to eligible institutions. Eligible institutions will provide support to identify the funding for bus services entirely within their boundary that is paid to commercial operators and would be suitable to be devolved both currently and following future national reform.

Zero Emission Buses

Eligible institutions may wish to consider a range of mechanisms to drive increased Zero Emission Bus (ZEB) uptake. This can include procurement and the adoption of local ZEB strategies. The Department for Transport (DfT) is committed to working with the eligible institution in considering these mechanisms to help them decarbonise their bus fleets.

DfT expects that eligible institutions will publish and implement strategies to decarbonise their local bus fleet, in line with the relevant government strategies and guidance. This would include setting dates for when they expect to no longer purchase non-zero emission buses and to achieve an all zero-emission bus fleet.

Rail

The government is committed to supporting eligible institutions in seeking a new rail partnership with Great British Railways (GBR), once established. Partnerships will support further integration with other transport modes. They will also ensure the priorities of the eligible institution, where these are coordinated and compatible with surrounding areas and the needs of the national network, can be taken into consideration in future.

Building on this partnership, the government:

a. Encourages eligible institutions to join the Rail Data Marketplace, providing greater access to local rail data and improving local scrutiny of performance. By adopting an 'open by default' approach, the Rail Data Marketplace will remove barriers and make it easier for partners to work with the railway industry.

b. Commits to ongoing engagement with eligible institutions on the Long-Term Strategy for Rail. Once established, Regional teams in GBR will work with local partners to consider local priorities and strategies as part of long-term, strategic, planning.

c. Supports identification of worthwhile opportunities for regeneration, commercial and housing development in and around rail stations. The establishment of GBR creates an opportunity to increase commercial income and the local responsibilities of the eligible institutions will help to realise this. The Government will support discussions between the eligible institution and other relevant organisations, including Network Rail, Great British Railways Transition Team and London & Continental Railways, to explore land use option.

National Highways

National Highways will review the working relationship between eligible institutions and National Highways to identify opportunities for improved engagement and closer working on issues of common interest to support the delivery of eligible institutions' local transport plans.

Integrated ticketing

The government is committed to delivering on the Levelling Up Transport Mission, that by 2030, local public transport connectivity across the country will be significantly closer to the standards of London, with improved services, simpler fares and integrated ticketing.

The government recognises the wider benefits of integrated ticketing and fares capping, especially for passengers. The government acknowledges the desire of eligible institutions to make progress in this area and give passengers the confidence of paying the best value fare regardless of which transport mode they use, and without having to decide in advance which type of ticket to buy.

The ownership, operation and funding arrangements in place for different modes of transport around the country mean that delivering fully integrated ticketing is a complex and resource-intensive endeavour, with significant funding and commercial challenges. Previous experience suggests an incremental approach is likely to be the most effective in delivering benefit to passengers in the near term, while driving progress against longer-term goals.

On rail, the government's current priority is to agree rail 'Pay As You Go' (PAYG) pilots in Greater Manchester and West Midlands by the end of 2023, with a view to implementing these pilots by 2025.

- These pilots will enable the government to test key aspects of PAYG, including fares principles (such as the approach to capping), the customer proposition, technical solutions and other considerations in the delivery of a PAYG scheme.

- The proposed pilot in the West Midlands will use well understood, and deliverable, ITSO (Integrated Transport Smartcard Organisation) smartcard technology and require passengers to obtain a card and create an account.
- The proposed pilot in Greater Manchester will use contactless EMV (Europay Mastercard Visa - a payment method based on a technical standard for smart payment cards) technology, which will enable passengers to use their own phone or credit/debit card for 'tap in tap out' payments as in London, but is less developed and will be more complex to overlay on existing rail systems.
- Testing 2 different technical approaches in 2 different areas will allow the government to better understand which approach is more successful and brings the best value for money enabling easier and quicker wider roll-out to other areas.

The government will build on these pilots to inform and support further regional ambitions in this space. The government will discuss the early findings and any lessons learned from the pilots in Greater Manchester and the West Midlands with other places. This could enable other places to explore a rail ticketing solution from 2026 onwards, alongside the bus/light rail solution referenced below.

On bus, the government's 2021 guidance on Bus Service Improvement Plans sets out that Local Transport Authorities (LTAs) and bus operators should assume that a technical back-office solution for full bus multi-operator contactless ticketing will be made available and therefore should not seek to develop this independently. The government has asked Project Coral (a consortium of bus operators), West Midlands Combined Authority and Midlands Connect to develop a multi-operator contactless ticketing solution for bus and light rail, to be made available to all LTAs across England.

- Building on the £2 bus fare the government has funded across England through to December 2024, this will enable multi-operator fares capping on bus and light rail outside of London, using cEMV contactless payment methods.
- It is expected that the ticketing solution will be procured by summer 2024, and following successful development and testing will then be made available to all LTAs in England (outside of London).
- Once the solution is made available, eligible institutions will (subject to funding) be able to take it up in line with local needs.
- Our initial focus is on developing and implementing a multi-modal solution across bus and light rail. In the longer-term we expect the solution to include rail and (where relevant) other transport modes and we have ensured this will be factored into the development of the solution.

Ahead of providing any further place-specific support, the government would expect eligible institutions to have used their existing powers and functions to full effect to drive integration in their areas based on their local needs, including:

- The Advanced Ticketing Scheme powers under the Transport Act 2000 to establish multi-operator and multi-modal (including rail or light rail services by agreement) ticketing schemes, which require bus operators to sell and accept any ticket on a particular technology e.g. smartcard.
- LTAs with Enhanced Partnership (EP) schemes in place or pursuing franchising can also require bus operators to provide a suite of tickets based on a standard set of 'zones'; and to apply consistent rules to tickets e.g., eligibility for concessions; and set a price for a multi-operator ticket. Franchising gives LTAs full control over fares and ticketing.
- LTAs with responsibility for setting fares on light rail networks or other modes in their area can use the bus powers above to integrate some aspects of bus and light rail ticketing.

In October 2023, the government committed £100 million across the North and Midlands to support the development and rollout of contactless and smart ticketing. Further details will be provided in due course.

Key Route Network

Where the eligible institution and its directly elected leader does not have a Key Route Network (KRN), the directly elected leader and institution will set up and coordinate a KRN on behalf of the directly elected leader. This will allow the most important local roads to be managed in a strategic way across the area to improve traffic flow and reduce congestion. This will also allow for the introduction of traffic management measures to, for example, improve public transport, cycling and walking infrastructure, improve bus journey times and to introduce lane rental schemes to minimise disruption and smooth traffic flow for all road users. The constituent councils will remain the highway authority for their area, responsible for the management and operation of the local highway network in line with their statutory duties and taking account of the needs of all road users, including drivers.

The directly elected leader will take on a power of direction allowing them to direct member highway and traffic authorities in the exercise of their powers with regard to the KRN. The power of direction will ensure the mayor has the full range of levers available to deliver their Local Transport Plan and the priorities of the institution and realise the full benefit of the government-funded local transport investment.

Taxis and Private Hire Vehicles

In partnership with constituent councils, the eligible institutions will develop a single set of taxi and private hire vehicle licensing standards, incorporating the government's Statutory Taxi and Private Hire Vehicle Standards and Taxi and Private Hire Vehicle Licensing: Best Practice Guidance, which all constituent councils will then apply. The eligible institutions will lead work to create a single shared service for processing taxi and private hire vehicle licence applications in the area.

Eligible institutions will lead work to ensure enforcement and compliance action can be taken against any licence issued by a licensing authority in the area by either all licensing authorities in the area or the single shared service. These commitments will be implemented within 18 months of the Level 4 agreement, unless otherwise agreed with the Department for Transport.

The government is exploring transferring taxi and PHV licensing to both combined authorities and upper-tier authorities and will be engaging stakeholders on this in due course. Moving licensing would enable eligible institutions to benefit from the efficiency savings of bringing licensing under one authority. If following engagement this policy was taken forward, primary legislation would be needed. If the government decided not to move licensing on a national level, the government would still be prepared to consider seeking a legislative slot to enable the Secretary for State to transfer licensing in areas where there was agreement of all the lower-tier or unitary authorities.

Pavement parking

In partnership with constituent councils, the eligible institution will work to identify pavement parking problems across the area and, in cooperation with constituent councils, will seek to develop a consistent approach to the restriction and enforcement of pavement parking, using available powers as appropriate. This will provide consistency to drivers, whilst also helping to provide a consistent level of service for people using the pavement and increasing accessibility for disabled users and those with children. The government is currently considering its response to the national pavement parking consultation.

Active travel

To ensure consistency in the quality and safety of schemes, Active Travel England (ATE) will provide support to ensure walking and cycling schemes are designed and delivered to high standards, including compliance with Local Transport Note 1/20 (LTN 1/20). The eligible institutions will work with ATE and all partner/constituent authorities to boost capability and improve the design quality of all active travel schemes funded by the government and those that are locally funded, including for cross-modal schemes that have active travel elements, such as a corridor or transport interchange scheme. All cycling and walking schemes funded by the government must be approved by ATE as complying with LTN 1/20. ATE will prioritise larger, more complex schemes for specific ATE design review. In many cases, eligible institutions with smaller, less complex schemes will receive standing guidance, which will avoid delaying schemes unduly. ATE capability ratings will continue to be considered when allocating consolidated funding that includes active travel infrastructure.

Net zero, climate change and natural capital

Devolution of net zero funding pilot including buildings retrofit

The government will consider devolving net zero funding, including for retrofitting buildings, to the eligible institution. This is subject to the outcome of the trailblazing pilots committed to in the deeper devolution deals with the GMCA and WMCA. After the pilots, the government, GMCA and WMCA will undertake a review of the effectiveness of this approach to consider and agree whether to continue it, if so in what form. The government will then consider whether to extend this arrangement to the eligible institution.

Clean heat

The government has confirmed its intention to establish heat network zoning in England. Under the zoning proposals, zoning coordinators within local government will be able to designate areas as heat network zones where heat networks are going to be the most cost-effective way to decarbonise heating and hot water within the zone. This will enable the appropriate level of local government to assume the role of heat network zoning coordinator and play a key role in the delivery of heat decarbonisation infrastructure. This includes requiring certain buildings to connect to heat networks within the zones. Government is committed to have heat network zoning in place by 2025.

Strategic energy system planning

The government recognises the strategic role institutions can play in planning our future energy system for net zero, with its ability to convene local authorities, the strategic transport authority, energy infrastructure providers and other key stakeholders, and is committed to ensuring that devolved regional institutions such as Combined Authorities have a meaningful role in planning our future energy system for net zero.

The government is considering the role of local area energy planning in delivering net zero and supporting efficient network planning, working closely with Ofgem and its review of local energy institutions and governance. As part of their ongoing work, the government and Ofgem will explore how local area energy plans can support local action, investment and delivery by energy system stakeholders.

As outlined in Ofgem's review - of local energy institutions and governance, there is a need to look further at roles and responsibilities at a sub-national level, particularly to address known issues around coordination and accountability. The eligible institutions are encouraged to engage both with this discussion and the future systems and network regulation workstream, which looks specifically at network investment.

Networks

To overcome the energy crisis and meet our future needs, it is more important than ever that we rapidly develop a smarter, more integrated, low carbon

energy system. Investment by network operators is central to achieving this, as is having the right input from stakeholders to inform it.

As part of the current electricity distribution price control framework which started in April 2023, Ofgem required ONO Electricity Distribution to engage with the eligible institution and other local stakeholders to inform its business plans. Where additional allowances are granted during the period, Ofgem expects ONO electricity distribution to engage with the eligible institution and other local stakeholders to provide them with confidence that their proposed investment will meet local needs and enable the delivery of net zero and green growth objectives.

Climate change and natural capital

The Department for Environment, Food and Rural Affairs (Defra) will work towards the appointment of the eligible institutions as the responsible authorities for the local nature recovery strategy (LNRS) for their area, where they are not already the responsible authority.

Defra will work closely with eligible institutions to ensure they are supported as the LNRS responsible authority in the future, including by making available Defra group expertise and data, and working together on delivery of the LNRS.

Innovation, trade and investment

Trade and investment

The Department for Business and Trade (DBT) will work with local partners including eligible institutions to gain a holistic view of the UK's business environment's competitiveness vis-a-vis its peers specific to our ability to attract regional investment. Eligible institutions will provide referrals for potential DBT Investment Champions from the local area. DBT will agree to make appointments based on intake capacity and selection criteria.

Eligible institutions will have support from the Office for Investment at the regional level. This will concentrate around two core elements - capital investment and traditional foreign direct investment (FOi). Both parties will work together with the aim of maximising large-scale inward investment (>£100 million) - utilising the eligible institution's knowledge of capital investment propositions and opportunities, priority sites, innovation, and sector/clustering opportunities. The eligible institution will provide/signpost to public support to help land inward investment; and the Office for Investment will engage with high-value projects and provide a cross-Whitehall convening role working together to increase the profile of the eligible institution's area internationally as an investment destination.

DBT will jointly support investor relationships with access to information, local support and facilitation as needed to retain and attract high-profile companies in the UK. This includes partnering on external investor propositions, content for events and digital marketing material.

DBT will support the development of a specific investment plan. This includes helping develop the 'investability' for key local assets such as Freeports, Investment Zones and economic clusters, and presenting these to the international business community. Alongside this, DBT will create a more formal network of local investment promotion agencies and will seek to improve access to its network of Investment Champions to help inform city region investment priorities and provide peer support to future investors.

Business support

DBT will establish a Strategic Productivity Forum - a collective arrangement with several eligible institutions as a forum to discuss closer working and co-operation regarding the delivery of local and national business support interventions.

Eligible institutions will have the opportunity to raise local priorities for future business support and advisory services to inform and influence government's future development of business support. DBT will also work in partnership to help increase the take up in their areas of national business support interventions.

Where there is a British Business Bank Nations and Regions Investment Fund that includes their area, eligible institutions will have the opportunity to discuss this. The referral network between the institutions, commercial lenders and the British Business Bank UK funds will be strengthened to make it easier for more local businesses to access the finance they need.

Partnership working and collaboration between eligible institutions and the British Business Bank's UK network representatives for the relevant area will be strengthened to stimulate informed demand for finance among businesses. This may involve joint events and initiatives, as well as knowledge sharing.

Export

DBT will support the development and implementation of institution-specific export plans/ international strategy and seek to develop institution-specific events and other activity based on local priorities.

Partnership working

Further to any wider established principles for the legal, safe and secure sharing of data between the eligible institution and the government, we will work to share more of the intelligence and data owned by each party, to better inform

mutual planning and strategy, within the requirements of UK General Data Protection Regulation (GDPR) or other data protection obligations.

DBT will jointly seek to maximise the engagement of appropriate businesses and stakeholders in global trade opportunities and activity created and identified as a result of this deeper devolution agreement and maximise the opportunity for regional businesses and stakeholders to contribute to national policy consultations, including the development of new Free Trade Agreements, for example by responding to Calls for Input that inform the mandate for Free Trade Agreements.

Innovation

This part of the offer is only accessible to MCAs.

Local government plays an important role in building regional innovation capabilities, working in partnership with local researchers and industry and the government is committed to strengthening their voice in the national research and innovation ecosystem. We need to support research and development clusters to attract private investment harnessing the innovation economy to deliver benefits to all.

To achieve this the Department for Science, Innovation and Technology (DSIT) will periodically invite the eligible MCAs to articulate their research and development priorities to UK Research and Innovation (UKRI). These eligible MCAs should demonstrate that their priorities are informed by inclusive and well governed engagement with stakeholders from their local research and innovation ecosystem.

DSIT and UKRI will consult elected mayoral authorities on the development of relevant future research and innovation strategies. UKRI will help eligible MCAs to identify regional comparative innovation advantages and relevant funding opportunities, including through co-developed regional action plans with Innovate UK. UKRI will publish regional data on its investments through its Gateway to Research portal to enable eligible MCAs to identify relevant opportunities.

Culture and tourism

A subset of DCMS arms-length bodies (ALBs) will scope the potential for a collaborative partnership with eligible institutions, subject to factors such as institutions' ambitions across relevant DCMS ALB priorities (e.g. culture, heritage, communities, the visitor economy and sports); priority of the place for ALBs; and sufficiency of ALB resourcing.

If taken forwards, the partnership, supported by DCMS, would share expertise and insight across (some or all of) culture, heritage, sport, communities and the visitor economy (as applicable), in order to maximise the impact of funding and policy decisions taken within the eligible institution's area by members of the partnership.

A key area of focus for the partnership would be for eligible institutions and ALBs to share information on their priorities and plans across the relevant policy areas. This would facilitate a shared understanding among the partnership of potential opportunities for alignment, recognising that culture, heritage, sport and the visitor economy all play a strong role in supporting places and communities to thrive - and that this effect is maximised when individual decisions take into account the wider context of other plans and decisions being made for an area.

All partnership members would retain their autonomy for individual decision-making. The partnership would not prejudice ALB decisions around national grant funding processes or their national priorities. ALBs would also seek to use the partnership to deliver their national priorities, which will remain paramount. The scale of each ALB's involvement in the partnership would be dependent on the specific context and degree of alignment identified between individual priorities. DCMS would be involved in discussions as appropriate.

The partnership would be reviewed annually, and subject to future capacity and appetite could be renewed up to a five-year period.

Public health

Health services

The Department of Health and Social Care (DHSC) encourages eligible institutions to work in partnership with their local Integrated Care Systems (ICSs) as well as regional Directors of Public Health from the Office for Health Improvement and Disparities to improve population health outcomes.

Eligible institutions will be supported to take on a health improvement duty which will require them to take steps they consider appropriate to improve the health of their residents, concurrent with the existing duty of their constituent upper-tier councils. This duty will complement the health improvement role of local authorities and their Directors of Public Health, making it easier for eligible institutions to participate alongside local authorities in initiatives that can improve health and to consider health proactively as part of key strategies and investment decisions.

Technical adjustments to historic statutes or guidance

The government invites eligible institutions to advise on, as they may identify them, changes to statutory guidance or legislation they would like to see to support them in meeting their objectives. This could consist of disapplying or removing local legislation which they consider restrictive to delivering their designated functions.

The motivation for this change is to widen the scope of policy action at the local level to include delivery of their defined functions in ways which are currently constrained by provisions which may have been introduced in the past, but have accumulated over the years without specific attention and without being essential to the government's policy, and the effect of which is to cumulatively restrict the ability of local areas to pursue their functions.

The scope of this invitation would be narrow, as it is a streamlined process for only a narrowly defined set of asks. Proposals that will be considered are limited to ones which:

- a. Help unblock a particular initiative within the broad scope of the functions set out in the areas' deal and the devolution framework.
- b. Are not on a contentious issue or contradict stated government policy.
- c. Would not have a net negative fiscal impact for central government.

Requests would not be considered as a route outside of the devolution framework to take on additional powers or reopen deal negotiations.

The government's commitment to such proposals is to invite them on a standing basis, for areas with 'Level 4' devolution; review any requests within the context of the government's priorities, available resources and Parliamentary time, and act as such constraints permit. No guarantees can be given on the prospect of any particular change.

The types of change the government might consider could include:

- a. Changes to secondary legislation, such as orders applying to specific geographic areas or local authorities; or lists of bodies to which specific legislation is applicable to.
- b. Legislative reform orders, if the change required is appropriate for that vehicle.
- c. Changes to statutory guidance, if it met the rest of the above limitations.

Access to powers previously devolved elsewhere

The government will also welcome proposals from eligible institutions for devolution to them of any other power previously devolved to another MCA, MCCA, or Local Authority within England, including powers offered in Levels 1-3 of the devolution framework.

Chapter 2: Eligibility and access

Eligibility criteria

Eligibility test

Level 4 of the devolution framework will be available to combined authorities, combined county authorities and local authorities with an implemented Level 3 deal including a directly elected leader in post, unless specifically indicated otherwise.

Level 4 will be offered once areas can provide confidence in the capacity, governance and culture of the institution to manage its activities effectively and take on further powers. Ministerial decisions on this test will be taken in the round. The government will engage with individual areas before making decisions on this test.

Institutions accessing the Level 4 offer that are subject to investigation, notice or intervention by the Department of Levelling Up, Housing and Communities, with regards to concerns about the institution's finances, operation, and administration of local government services are also unlikely to meet this test.

Once new mayors and other directly elected leaders are elected, institutions with newly agreed 'Level 3' deals will be eligible to apply for access, so long as they can meet the tests set out. Completion of the transfer of powers is contingent on areas maintaining compliance with the criteria and requirements set out here.

Accountability requirement

Areas must confirm in their application that they will report on how they are implementing the Scrutiny Protocol, ([further detail on this here](https://www.gov.uk/government/publications/scrutiny-protocol-for-english-institutions-with-devolved-powers) (<https://www.gov.uk/government/publications/scrutiny-protocol-for-english-institutions-with-devolved-powers>)), as set out in the English Devolution Accountability

Framework (EDAF), within 1 year of confirmation from the Secretary of State that the Government is content to proceed with a Level 4 agreement.

Areas will be expected to write to the Secretary of State to confirm they are implementing the Scrutiny Protocol by this deadline. The government will expect to see how areas are implementing all of the key principles and additional scrutiny e.g., Mayor or directly elected leader Question Time in the Scrutiny Protocol.

In the future, the government will expect areas to adopt MP sessions to further enhance scrutiny, similar to those arrangements being established in GMCA and WMCA and any lessons learned from application there. This will be considered when institutions receive single departmental-style funding settlements.

Readiness conditions

Final transfer of each policy area will be subject to areas demonstrating compliance with specific readiness conditions for each policy. These are set out alongside the corresponding policy area.

Access arrangements

Operation of Level 4 of the devolution framework

In line with the above eligibility test, where an area meets the eligibility criteria and accountability, it can apply at any time to access further powers from the devolution framework from that level.

The powers and functions in this framework have been collectively agreed by the government and are agreed policy. So long as an area can demonstrate that they meet the relevant eligibility criteria and readiness conditions, and subject to any required legislation, the government will transfer the function/power to that area in co-operation with them.

Any subset or combination of powers, unless otherwise specified, may be applied for - there is no obligation to take all the powers on offer.

Level 4 areas are also invited to discuss with the government, should they wish to take on any power previously devolved to another area in a Level 2 or 3 devolution deal but not currently available to them, the possibility of accessing that power.

No further powers will be offered via the deeper devolution route here other than those set out in this document. Any further deepening of devolution will take place via a separate process to review and deepen Level 4 as a whole.

Applying for Level 4 devolution - step-by-step guide

The institution will decide which parts of the framework it would like to apply for (note that the readiness conditions for certain powers within the framework may include a requirement to take certain powers all at once in a 'basket' for policy alignment purposes). A final decision on this must be made by the mayor or directly elected leader with the agreement of all constituent members in the case of an eligible devolved institution or with the agreement of Cabinet in a single local authority (SLA).

The institution will then submit their application in a form of a letter to the Levelling Up Secretary. This letter will have to confirm:

- a. The institution meets the eligibility criteria
- b. A commitment to reporting on the implementation of the Scrutiny Protocol within 12 months of the Levelling Up Secretary confirming HMG's agreement to proceed.
- c. The elements of the framework for which the institution is applying. This must be set out verbatim from the framework and cannot include additional asks or amendments of the government.
- d. Where that element of the framework requires new powers and functions, the institution will follow the procedure as set out in legislation for conferring these to a combined authority/combined county authority or local authority. For combined and combined county authorities this includes the requirement for public consultation. For a local authority whilst this is not required by legislation, we do expect a consultation to be carried out.
- e. The institution understands that the speed at which commitments are implemented will depend on their ability to demonstrate it has met the readiness conditions HMG has specified for each policy.
- f. The mayor or directly elected leader has the agreement of all constituent members in the case of an MCA/MCCA and the agreement of their Cabinet in an SLA.

The Levelling Up Secretary will then consider the application and respond via correspondence.

If the Levelling Up Secretary is content to proceed, officials from the relevant government departments will work with the institution to implement the commitments.

The institution will undertake, where appropriate, the public consultation as committed.

The conferral of functions will be subject to the Levelling Up Secretary being satisfied that the relevant statutory tests have been met including having required consents, and parliamentary approval of the secondary legislation.

If the Levelling Up Secretary considered that the area does not meet the eligibility criteria, they would respond via correspondence setting out the reasons why.

Devolution framework

As part of the publication of the Levelling Up White Paper (LUWP) the government released a 'devolution framework'. This detailed the types of powers and functions that would be considered as part of a devolution deal. Some powers may only be available to certain authorities or geographies. Alongside Level 4 powers, we have amended the devolution framework to reflect progress in devolving decisions and functions. The framework continues to be designed to be dynamic so that it can evolve and be informed by devolution deal discussions over the coming years. The updated version, alongside Level 4 powers and functions can be found below.

We will keep the devolution framework, including level 4, under review; including considering any further powers provided as part of the North-East trailblazer devolution deal.

Level 4 - Deeper devolution for an established single institution or county council with a directly elected leader (DEL) in post who can meet specific eligibility and accountability criteria.

Level 3 -A single institution or county council with a DEL, across a FEA or whole county area

Level 2 -A single institution or county council without a DEL, across a FEA or whole county area

Level 1 - Local authorities working together across a FEA or whole county area e.g., through a joint committee.

Strategic role in delivering services

Detail	L1	L2	L3	L4
Host for government functions best delivered at a strategic level involving more than one local authority e.g. Local Nature Recovery Strategies				
Opportunity to pool services at a strategic level				
Opportunity to adopt innovative local proposals to deliver action on climate change				
A strategic role on net zero in collaboration with government				
Opportunity for devolution of retrofit funding subject to the outcome of the existing pilots in Greater Manchester and				

Strategic role in delivering services

Detail	L1	L2	L3	L4
the West Midlands				

Supporting local businesses

Detail	L1	L2	L3	L4
LEP functions including hosting strategic business voice				
Opportunity to access a Strategic Productivity Partnership to support local business growth				
Opportunity to articulate research and development priorities ^A				

(A) refers to functions which are only applicable to mayoral combined authorities

Transport

Detail	L1	L2	L3	L4
Become the strategic transport body for the area and take on all associated Local Transport Authority and public transport functions. This includes responsibility for an area-wide local transport plan, bus Enhanced Partnerships, support for public transport services, and concessionary fares*				
Defined and coordinated, Key Route Network, with a mayoral power of direction over the exercise of local highway and traffic authority powers on the Key Route Network*				
Priority for new rail partnerships with Great British Railways - influencing local rail offer, e.g. services and stations				
Have automatic access to franchising powers to independently introduce bus franchising in line with current guidance*				
Consolidation of local transport funding settlement in line with the principles set out in the Levelling Up White Paper				

Transport

Detail	L1	L2	L3	L4
and Funding Simplification Doctrine. The quantum of funding and the number/remit of individual funding lines will be agreed through the next Spending Review Process				
Single local transport funding settlement in line with the principles set out in the Levelling Up White Paper and Funding Simplification Doctrine. The quantum of funding and the number/remit of individual funding lines will be agreed through the next Spending Review Process				
Responsibility for administering payment of Bus Service Operators Grant				
Leadership in improving consistency and efficiency in taxi and private hire vehicle licensing				
Government commitment, subject to delivery of the Pay As You Go rail ticketing pilots in Greater Manchester and West Midlands, to build on these pilots to inform and support regional ambitions for integrated multi-modal ticketing				
Leadership in developing a consistent approach to pavement parking in the area				
(*) refers to functions which are only applicable to combined authorities as opposed to county councils				

Investment spending

Detail	L1	L2	L3	L4
UKSPF planning and delivery at a strategic level				
Long-term investment fund, with an agreed annual allocation				
Consolidation and simplification of local growth & place and housing & regeneration funding, including a pathway to a single department-style financial settlement.				
Removal of gateway review, subject to meeting certain criteria				

Giving adults the skills for the labour market

Detail	L1	L2	L3	L4
Devolution of Adult Education functions and the core Adult Education Budget				
Providing support and refinement for Local Skills Improvement Plans				
Role in designing and delivering future contracted employment programmes				
Ringfenced funding for Free Courses for Jobs				
Ability to work with DfE to commission a local programme of Skills Bootcamps, to be informed by future spending agreements				
Work with local stakeholders to align careers provision with devolved AEB activities				
Full devolution of Free Courses for Jobs funding				
Full flexibility over Skills Bootcamps funding				
Central convening of careers provision				
New regional Labour Market Partnership Board				

Housing and infrastructure

Detail	L1	L2	L3	L4
Ability to establish Mayoral Development Corporations (with consent of host local planning authority)				
Devolution of locally-led brownfield funding				
Homes England compulsory purchase powers (held concurrently)				
Strategic control in any future Affordable Homes Programme (from 2026)				

Keeping the public safe and healthy

Detail

L1 L2 L3 L4

Mayoral control of Police and Crime Commissioner (PCC) functions where boundaries align"

Mayoral control of Fire and Rescue Authority (FRA) functions where boundaries align"

Clear defined role in local resilience*

Where desired, offer MCAs a duty for improving the public's health (concurrently with local authorities)

(*) refers to functions which are only applicable to combined authorities as opposed to county councils

(") refers to functions which are only applicable to mayoral combined authorities

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Report to:	Transport and Infrastructure Scrutiny Committee
Date:	26 January 2024
Subject:	BSIP, Bus Reform and Passenger Experience update
Director:	Simon Warburton, Executive Director for Transport
Author:	Helen Ellerton, Head of Transport Policy

1. Purpose of this report

- 1.1 To provide an update to the Transport and Infrastructure Scrutiny Committee on the Bus Service Improvement Plan (BSIP) and Bus Reform.

2. Information

Background

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

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

Schemes	Total allocated funding
Mayor's Fares	£33,974,070
Network enhancements	£18,500,000
Superbus	£10,600,000
BSIP+ (network protection)	£7,750,442
Demand Responsive Transport	£1,000,000
Enhanced Safer Travel Partnership with West Yorkshire Police	£1,000,000
Marketing and Communications	£1,000,000
Travel Plan Network team	£500,000
Mobility Credits	£500,000
Mobility Hubs	£250,000
Urban Traffic Management Control	£450,000
Internal capacity	£2,200,000
	£77,724,512

BSIP ‘Phase Three’ funding and the Department for Transport’s Requirements

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

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

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

2.9 **Table 2 – the proposed allocation of BSIP Phase 3 funding**

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

- 2.8 This funding would ensure continuation of the Mayor's Fares, alongside the national scheme, until at least March 2025, the continued deployment of the Safer Travel team of 10 Police Community Support Officers and further protection / enhancements to the bus network – supporting the programme's overall aims of increased bus patronage and improved passenger satisfaction.
- 2.9 This approach was endorsed by the West Yorkshire Bus Alliance's Executive Board on 17 January 2024.
- 2.10 Subject to approval by Transport Committee, this allocation will form the basis of the updated BSIP Enhanced Partnership Scheme (draft) and the Project Adjustment Request due for submission to the DfT by 31 January 2024 and 29 February 2024 respectively.
- 2.11 Furthermore, and subject to any further comments from the Department for Transport, the Combined Authority will commence the process of formally updating its Enhanced Partnership via the required legal process and securing agreement to this from local bus operators and district councils through the West Yorkshire Bus Alliance.

BSIP Programme Updates

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

Mayor's Fares

2.13 Following the launch of the Mayor's Fares in September 2022, the scheme has continued, offering bus passengers capped £2 singles and £4.50 day tickets, at a cost of £22.4m (as of December 2023).

2.14 The Mayor's Fares scheme is now running concurrently to a national £2 fare cap scheme launched by the DfT in January 2023, which is currently expected to continue to the 31st December 2024. The Combined Authority has not received any additional funding to support the Mayor's Fares within the West Yorkshire region during this time.

2.15 The Combined Authority commissioned an online panel survey to gain insight into West Yorkshire residents use and perception of the Mayor's Fares. The survey was conducted between the 12-24th October 2023 and received 1,028 responses. Respondents were aged 19-65 as the target audience for turn-up and go adult fares and the online panel sample was weighted by age, gender and ethnicity.

2.16 The headlines from the survey are:

- 62% of respondents were aware of Mayor's Fares, rising to 78% for regular bus users (those who use at least once a week).
- 25% of respondents reported using buses more than compared to before Mayor's Fares, whilst 19% said they were using it less, so an overall net gain.
- Of those who said they were using bus more often, two-thirds said this was due to Mayor's Fares.
- Half of respondents who now use the bus more often (than before Mayor's Fares) have shifted from using private motorised modes. Younger people in particular (those aged 19-30 year) are more likely to have switched from car (as driver or passenger) to bus.
- Overall, 35% of respondents reported either using buses more or were encouraged to keep using buses due to the Mayor's Fares scheme.
- Over 50% of respondents agreed that Mayor's Fares makes it easier for them to get around West Yorkshire and nearly 60% agreed that Mayor's Fares makes it easier for them to make multiple bus journeys on the same day.

- Nearly 70% agree Mayor's Fares have made the cost of bus travel easier to understand, with just under a third strongly agreeing.
- Over 70% of respondents think Mayor's Fares will encourage people to try using the bus, and over 60% say that they are likely to recommend using the bus to others as a result of the fare cap.

2.20 These outputs (see Appendix 1) indicate that Mayor's Fares is positively contributing to the objectives set out at the project's inception, and the BSIP programme more generally. Further research is planned to monitor and evaluate the schemes ongoing impact.

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

Bus Network Plan

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

2.23 An increase in passenger numbers on the improved services has been noted and is currently being analysed further. Results will be shared in due course.

2.24 Further Superbus schemes are due to be delivered in Calderdale, Kirklees and Wakefield, in partnership with First and Arriva respectively as detailed in Table 3 below. A change request to draw down the funding required for this is covered later in this paper.

Table 3: Overview of Superbus schemes.

Scheme (District)	Operator	Proposed Launch Date	Details of bus service enhancements	Allocated budget
Keighley town network (Bradford)	Transdev	Sept 2023	K1/2 and K7 frequency uplift. £1 flat fare on all Keighley town network services	£1,475,944
Aireline services (Bradford/Leeds)	Transdev	Sept 2023	Frequency enhanced between Shipley and Leeds (from 30 to 20)	£1,282,963
Halifax-Huddersfield (Kirklees/Calderdale)	First	Feb 2024	New direct links	£2,637,772

Castleford- Normanton- Altofts (Wakefield)	Arriva	May 2024	Enhanced frequency to Altofts and Normanton. New direct links to Pinderfields.	Up to £2,000,000
Total allocated revenue budget:				£7,396,679

2.25 A first tranche of new and enhanced bus services, commissioned by the Combined Authority, is due to launch in February 2024 bringing improvements to buses across West Yorkshire. These services, as set out in Table 4 below, have been chosen based on a range of factors including local demand, standards of existing bus provision, housing and employment accessibility, deprivation of communities affected and other operational/commercial insight.

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

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

- 2.26 Subject to further funding approvals and successful procurement exercise, a further tranche (referred to as Tranche 1.5) of service enhancements is also planned to be delivered in July 2024. The proposed enhancements are set out in Table X below include new services and improved frequencies / service hours, improving services across all five district authorities.
- 2.27 Work is now underway to determine further service enhancements to deliver with the remaining money allocated to network improvements and will be reported to Transport Committee in due course.
- 2.28 Additionally, BSIP+ or 'Phase 2' funding to support network protections was received in summer 2023, totalling £7,750,442 for the 2023/24 and 2024/25 financial years. As of December 2023, £765,201 of this has been invested, supporting 58 services in total including 30 contract cost uplifts and 28 services otherwise as risk of being withdrawn. Stabilising the bus network continues to be a key element of BSIP, working alongside investment in service enhancements, to ensure local communities continue to be served.

Enhanced Safer Travel Partnership

- 2.29 Through the Enhanced Safer Travel Partnership with West Yorkshire Police, the BSIP programme is funding the recruitment of a team of 10 Police Community Support Officers (PCSOs) for three years to tackle anti-social behaviour and other safety issues across the bus network. The first eight of these PCSOs were deployed between September to November 2023, with the others currently in training and due to be deployed from February onwards. The team will be supported by a Police Sergeant and the Combined Authority's Safer Travel Manager.
- 2.30 Once the team is fully up and running, there will be three Safer Travel Officers in each district working full time, patrolling bus stations and buses across the county. Key aims of the team aim to reduce crime and anti-social behaviour, increase the safety of women and girls, and reassure and protect more vulnerable travel users.
- 2.31 The officers are embedded in the neighbourhood policing teams across the county and work with partner agencies to proactively plan events in bus stations based on national themes, such as hate crime, disability awareness and knife crime. In the short time the team has been in place they have already been involved in 44 events/operations.
- 2.32 The new PCSOs join a range of improvements across the bus network to increase safety, including:
- 24/7 CCTV recorded CCTV, which is monitored by LeedsWatch at 27 bus stations across the region. LeedsWatch will alert the police or bus station staff to incidents, such as anti-social behaviour as required and regularly provide evidence packages to the police to assist with successful prosecution of offenders.

- Dedicated help points in unstaffed bus stations which have already been used in medical emergencies.
- All West Yorkshire Bus Stations are registered Safe Places, offering help if someone is anxious or feels vulnerable while they are out and about.
- Bus station staff receive conflict management training to minimise disruption and safety concerns for passengers.

Other programme updates

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

Passenger Experience Update

2.35 Passenger trends

Weekday bus use in December was higher than last year, at 87% of baseline (March 2020). This compares to 82% at the same point in the previous year. While use of under 26 / student tickets reduced from 74% to 71% of baseline compared to last year, all other passenger cohorts saw increased usage.

- 2.37 Including weekend data reveals overall bus use at 89% of baseline compared to 82% last year, with some recent weeks reaching 92% of baseline.
- 2.38 In November 2023, weekday MetroLine call centre volumes were 87% of the equivalent month in 2019. Metro travel centre sales volumes in November 2023 were 4.6% lower than November 2022, however the number of enquiries was 13.8% higher.
- 2.39 Wider information relating to insights on transport network use and Metro-branded activity is presented in Appendix 3.

Network Performance/Reliability

- 2.40 Bus service performance is measured by reliability, which is the number of service journeys which actually operate, and punctuality, the percentage of buses operating on

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

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

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

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

Real Time Information

- 2.43 Real Time Passenger Information (RTPI) is provided on digital displays at approximately 2,500 bus stops and bus station stands across West Yorkshire. Generally, this provides a good reflection of service timetables combined with predicted arrival times based on live vehicle tracking.
- 2.44 However, where a bus journey that is not running is nevertheless reported as running by an RTPI system, it can be considered a 'ghost bus'. The customer sees an impending bus arrival on the bus stop display or online, but the bus doesn't arrive, and the predicted bus arrival disappears from the screen. The customer then either continues to wait for a bus or makes alternative travel arrangements. As this is a bad outcome for all involved, work with bus operators is ongoing to improve the systems and practices to reduce the number of ghost buses occurring.
- 2.45 With the currently available data sources and IT systems in the UK, and despite the CA having a leading RTPI system, it is not possible to identify the bus journeys that have been cancelled before or after the journey has started. This makes it difficult to understand the full scale of the problem or attribute particular causes. However, the CA is aware that the primary cause of ghost buses is where bus operators have not recorded in a timely manner which buses have been cancelled, using a back-office system linked to the CA's RTPI system. Although the recorded cancellation rate has gone up, it is not as high as it need to be.

- 2.46 To address these challenges, commencing in January 2023, the CA convened a Ghost Bus Working Group with operator representation from Arriva, First and Transdev. The working group's fourth meeting took place in November 2023 and the group will continue to meet as required. One recent positive outcome is that a systems issue was identified, investigated and resolved by the group, enabling bus cancellation data to be fed through to the CA more consistently. Another improvement is that the three large operators' electronic ticket machines on buses are being upgraded to 4G, which should improve vehicle tracking particularly in rural areas.
- 2.47 From 1 January 2024, bus occupancy data will no longer be reported on real time displays. Introduced in November 2020, occupancy data was a very useful feature for customers to have during the height of the Covid pandemic. The customer could see 'low', 'medium' or 'high' occupancy on the display and use that information to decide which bus to take. This was very successfully implemented and achieved, facilitating social distancing and inhibiting the spread of the virus. It was implemented across approximately 2,500 bus stops with real time displays, out of approximately 13,000 total bus stops in West Yorkshire. Three years later, the West Yorkshire Bus Alliance decided that the purpose had been achieved and was no longer relevant within the current bus environment. However, the feature can easily be turned back on if and when a public health situation warrants doing so.

Bus Reform

- 2.48 In September 2023, following final approval of the Bus Reform Assessment and provision of the external Audit report, the Combined Authority agreed to proceed with consulting on the proposed Franchising Scheme.
- 2.49 The consultation closed on Sunday 7th January 2024, following a 3-month consultation period. The results of this are now being analysed and will be presented as part of the consultation report to the Combined Authority in March 2024, informing a final recommendation to the Mayor of West Yorkshire at the Combined Authority meeting on the 14th March.

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 to create a more inclusive, accessible bus service and to better connect communities, particularly those area of high deprivation, in order to support the region's inclusive growth ambitions.

5. Equality and Diversity Implications

- 5.1 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 Mayors Big Bus Chat public engagement prioritised engaging with seldom heard groups and, where possible, obtaining data on protected characteristics from participants, in order to strengthen the insights it provides to support Equality and Diversity within the BSIP.
- 5.3 An Equality Impact Assessment has been completed and will be reviewed regularly throughout the programme's delivery.

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 Scrutiny Committee notes the report.

11. Background Documents

There are no background documents referenced in this report.

12. Appendices

Appendix 1 - Mayors Fares Survey Results

Appendix 2 - Insights on transport network use

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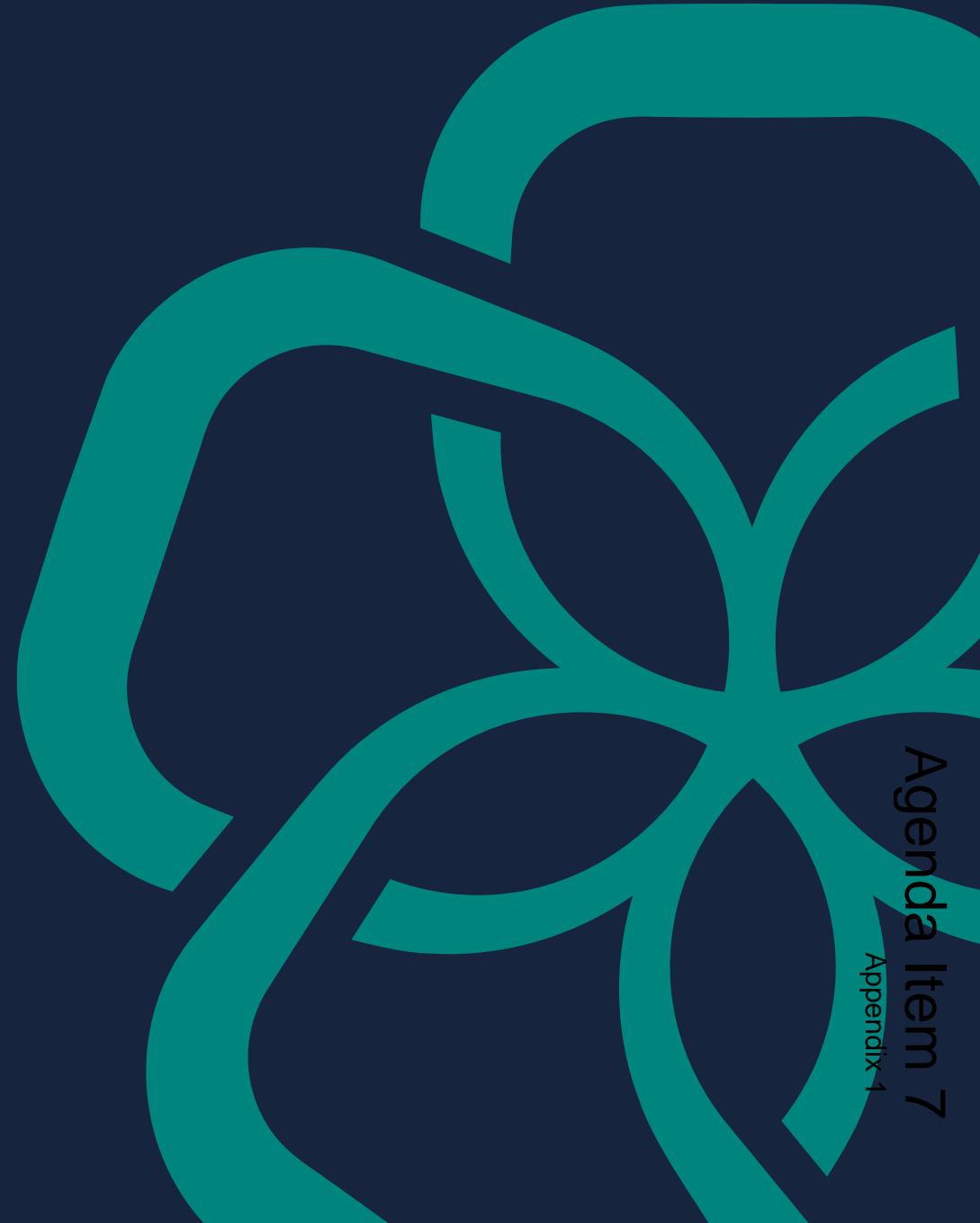


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West Yorkshire

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



Agenda Item 7
Appendix 1

Background

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

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

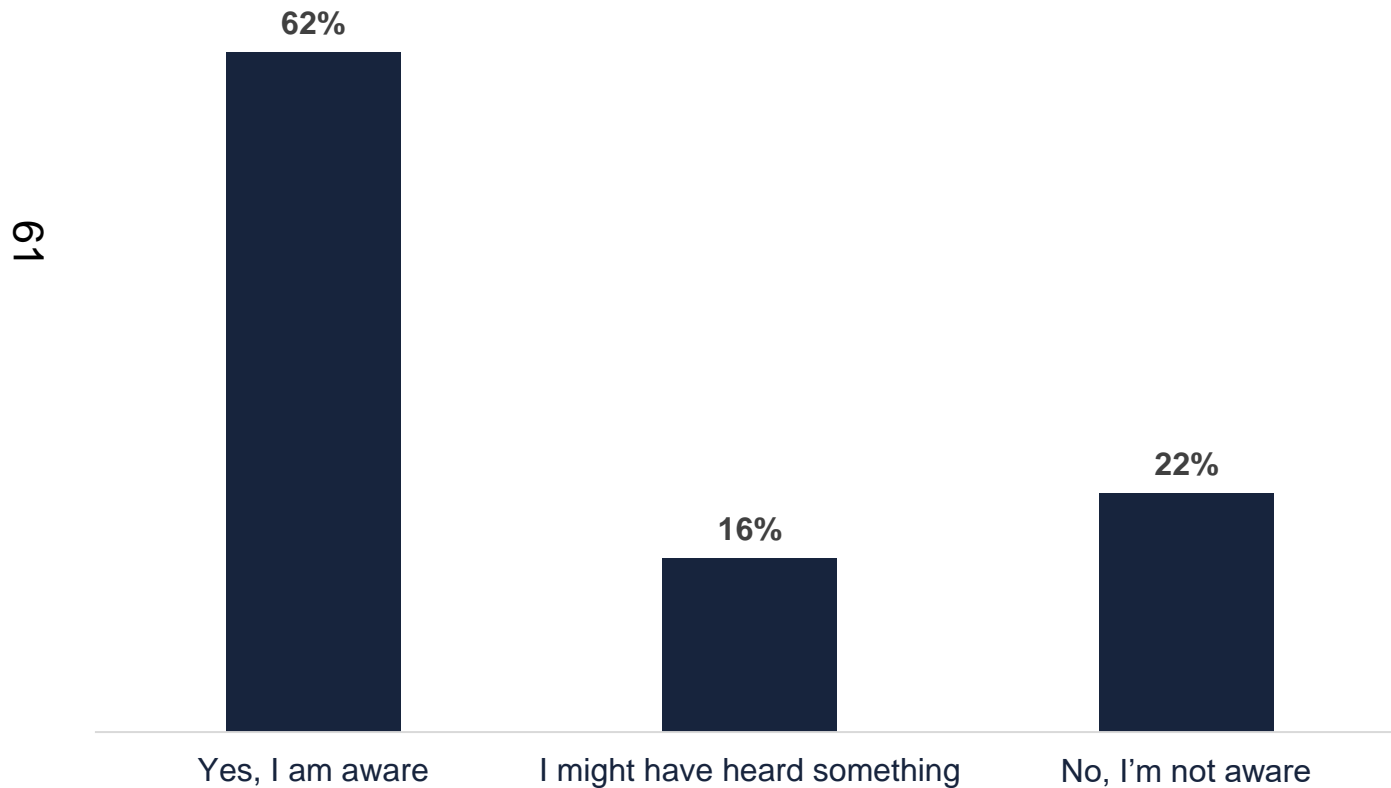
The age range 19 to 65 was chosen to encompass the target audience for turn-up-and-go Adult fares.

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



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

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



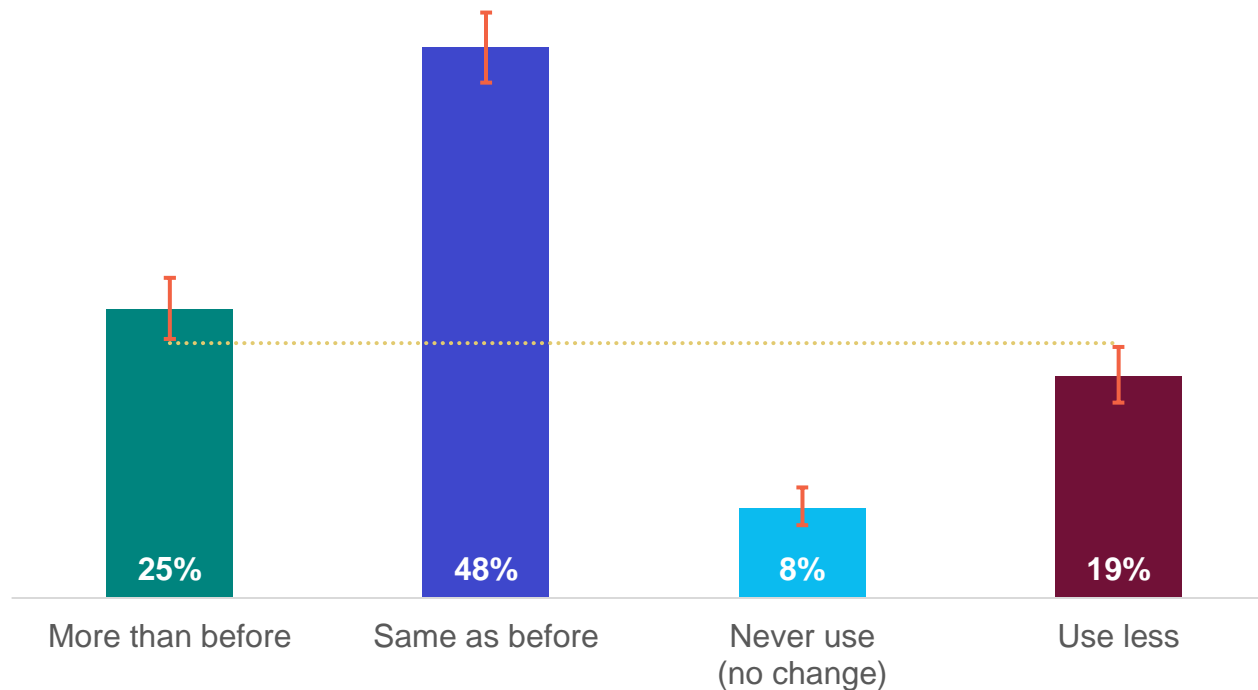
Frequency of bus use	Awareness of Mayors fares
Regular users at least once a week	78%
Occasional users less than once a week but at least every 2 or 3 months	63%
Non-users either never uses or uses very rarely	36%

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

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

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

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



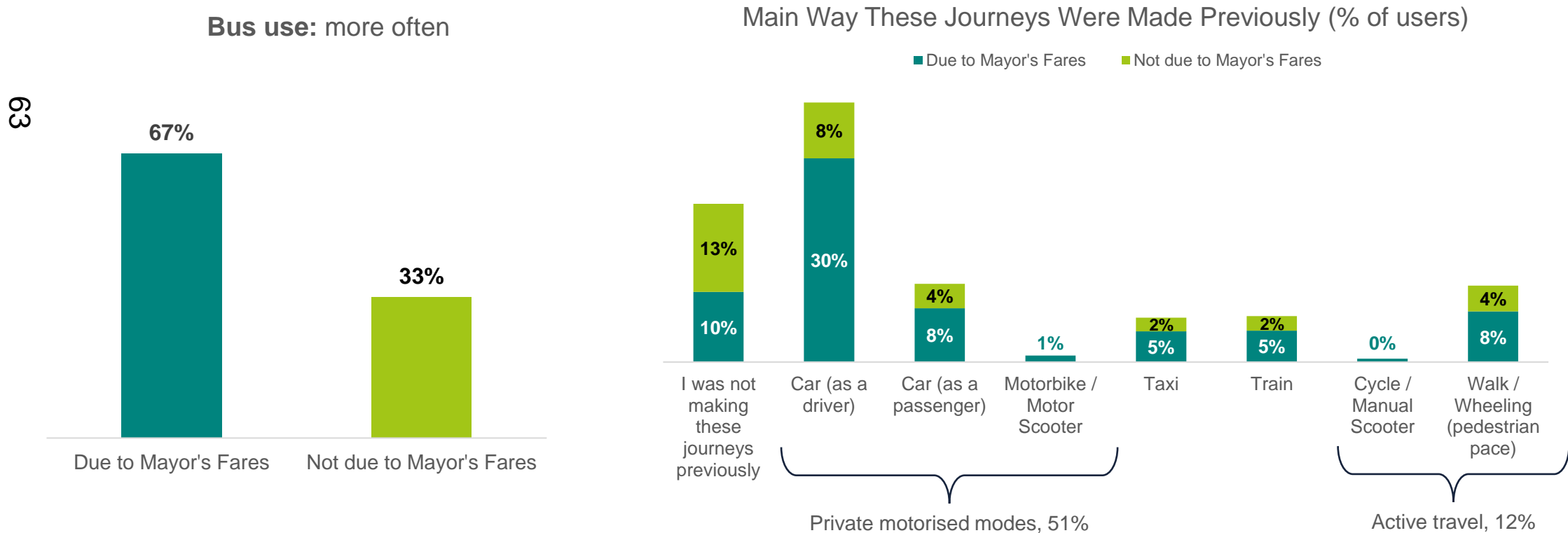
Q: How often do you use buses in West Yorkshire? Q: Compared to before September 2022, are you using buses in West Yorkshire [same, more or less]? Weighted Base: All Respondents: 1028 weighted.

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

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



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



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

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

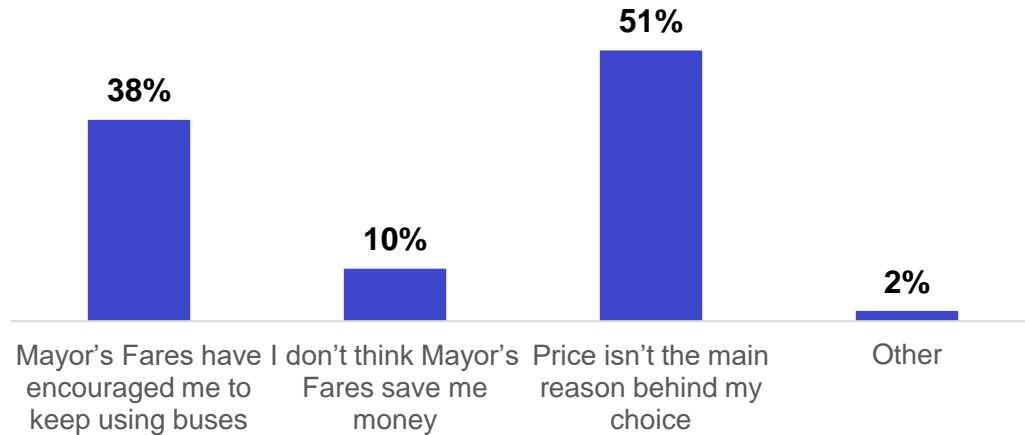
Mayors Fares & Bus Use: 38% those who use the bus the same amount as before Mayors Fares said that it has encouraged them to keep using buses



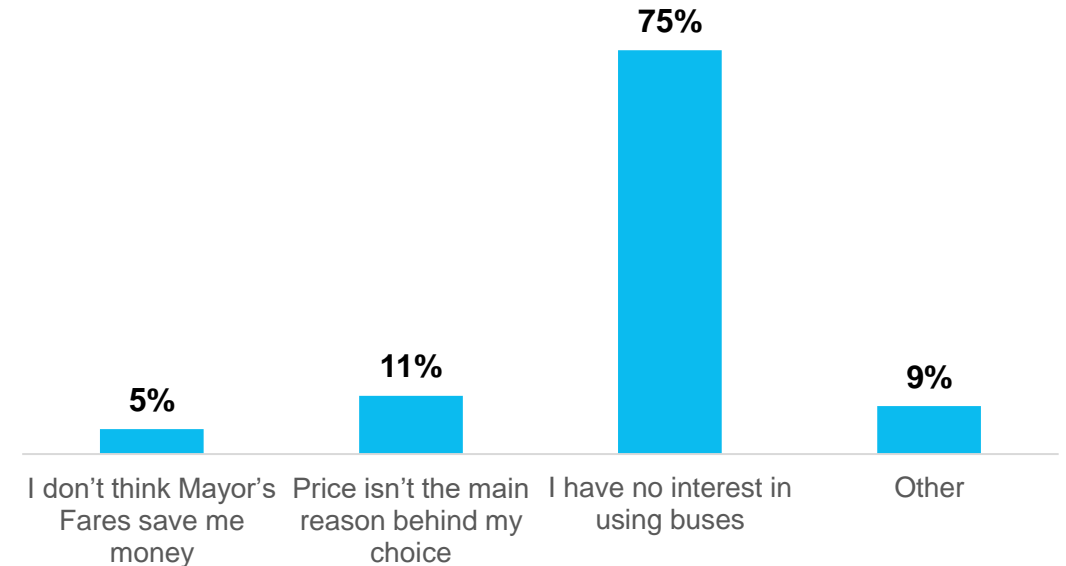
- **48%** of the overall sample said they were using buses the same now about as before Mayors Fares. Out of this group **38%** said that Mayor’s Fares have encouraged them to keep using buses, while over half said that price isn’t the main reason behind their choice.
- **8%** of the overall sample said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

Bus use: same as before

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Bus use: Same amount (never use)



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

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

More than before, 25%

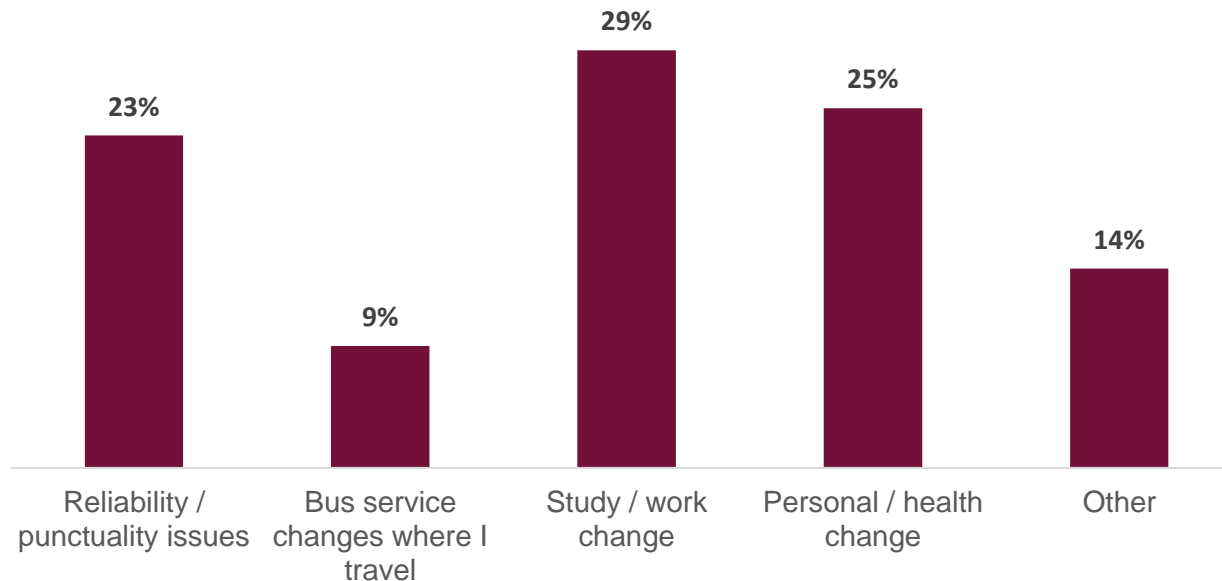
Same as before, 48%

Never use (no change), 8%

Use less, 19%

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

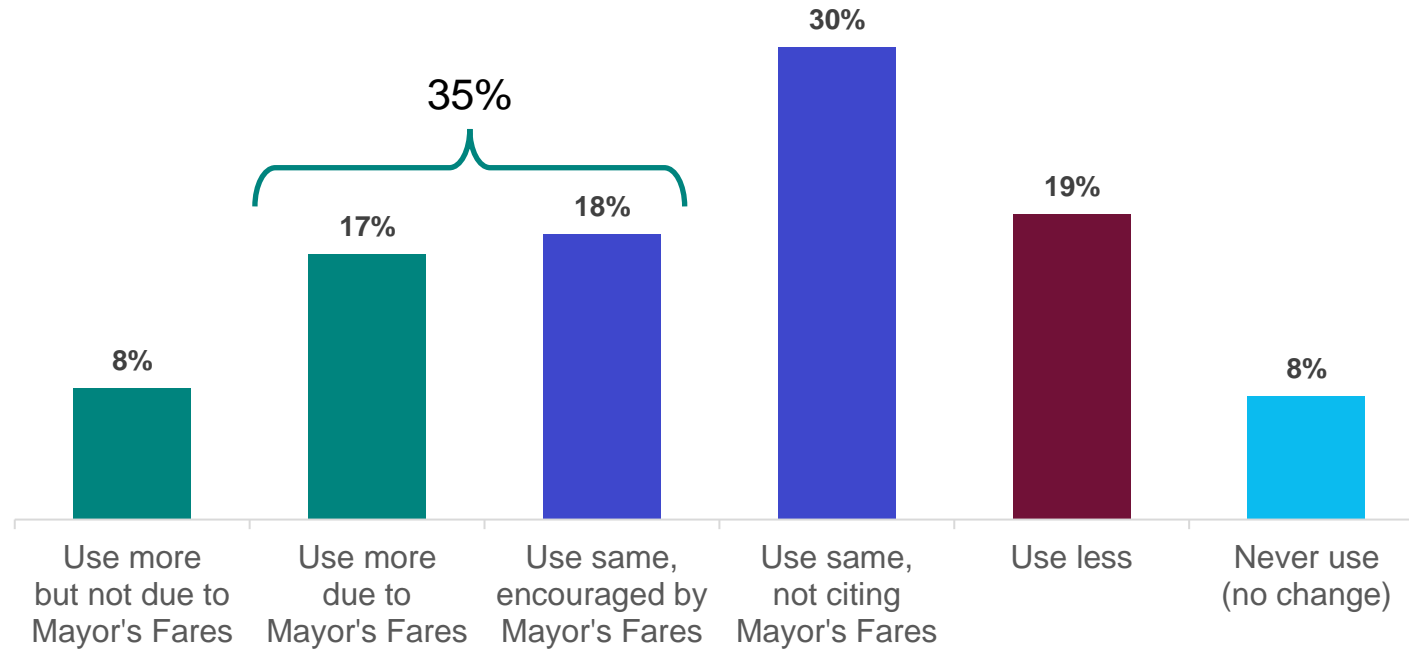
Bus use: less often



65

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

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

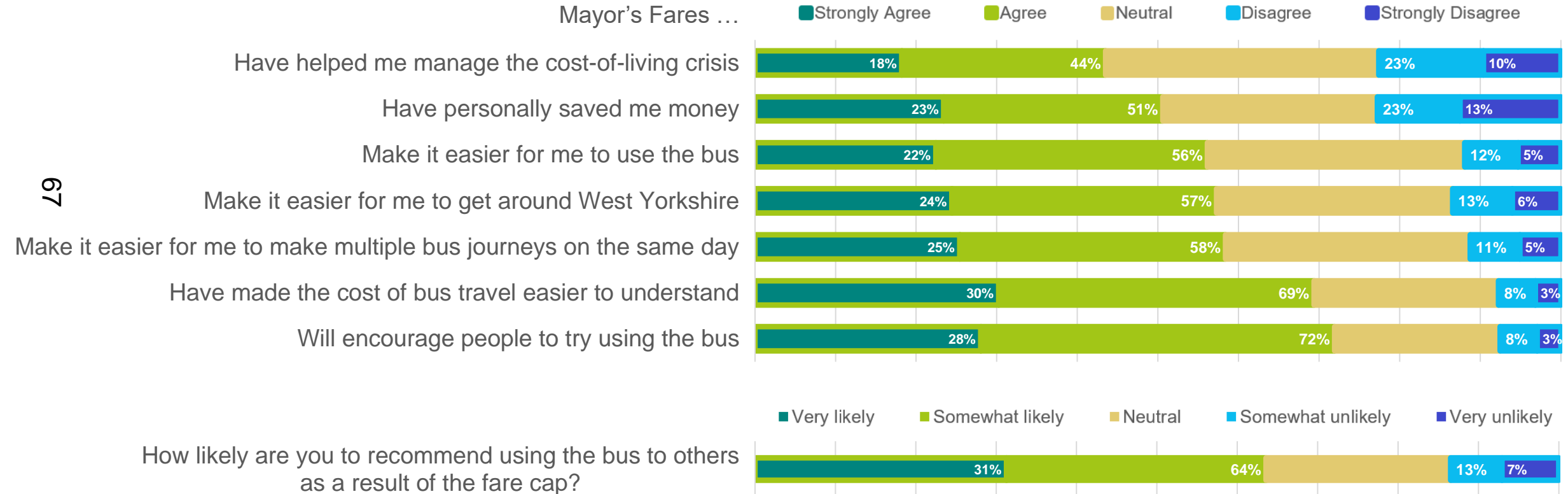


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Q: How often do you use buses in West Yorkshire? Q: Compared to before September 2022, are you using buses in West Yorkshire [same, more or less]? Q: You have said you are using the bus more often, is this due to Mayor's fares? Q: You have said that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

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

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

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

Weighted Base: All Respondents: 1028 weighted

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Appendix 2 – Insights on Transport Network Use & Metro Branded Activity Measures

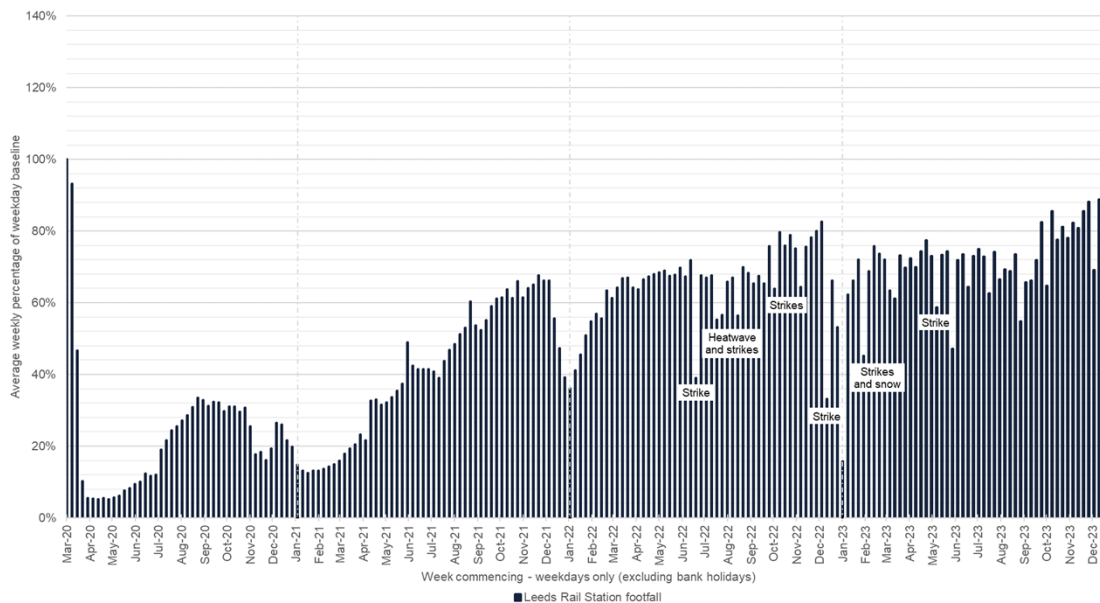
The content in this Appendix gives an insight into recent updates on transport network in West Yorkshire.

Dashboard

<https://app.powerbi.com/view?r=eyJrIjoiNTA5ZjZlZWQtdNDdiOS00ZGNiLTIINmQtNWZmZmQ0ZDBkMjRiliwidCI6IjM0ZTkzYmZjLWVlbnJyNDM0NS1hNGZILTgwNWl2N2U0ODBjMCIslmMiOjh9>

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

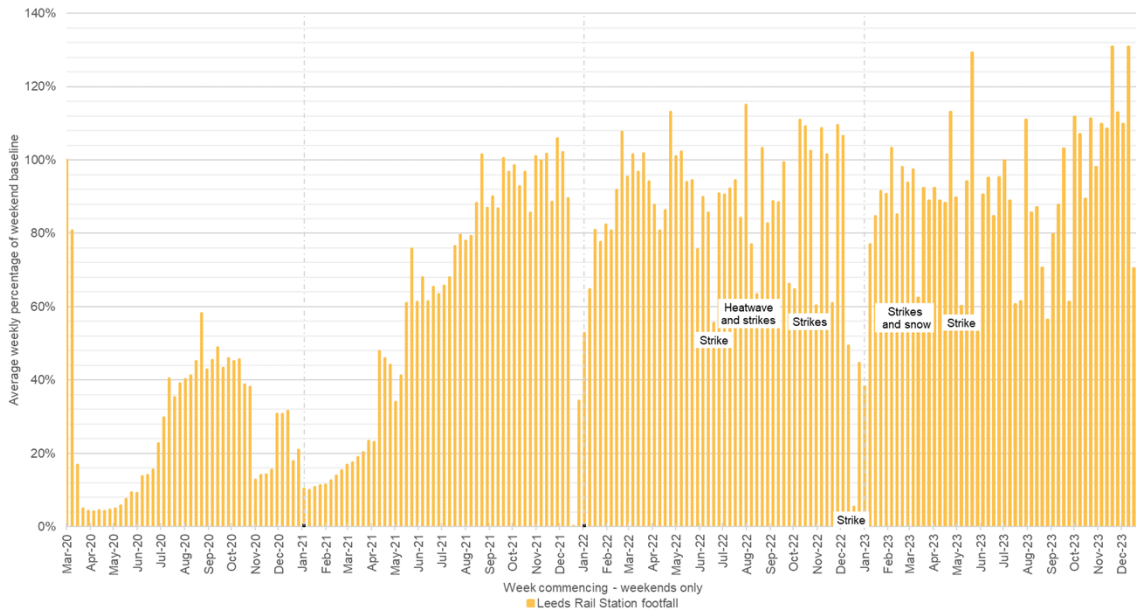
Average weekday footfall at Leeds railway station reached 79% of pre-pandemic levels in the week before Christmas, that is, the week starting 18 December. The following week saw railway station footfall at 62% due to the Christmas break heading up to New Year’s Eve.



Baseline period is the week commencing Monday 2nd March 2020

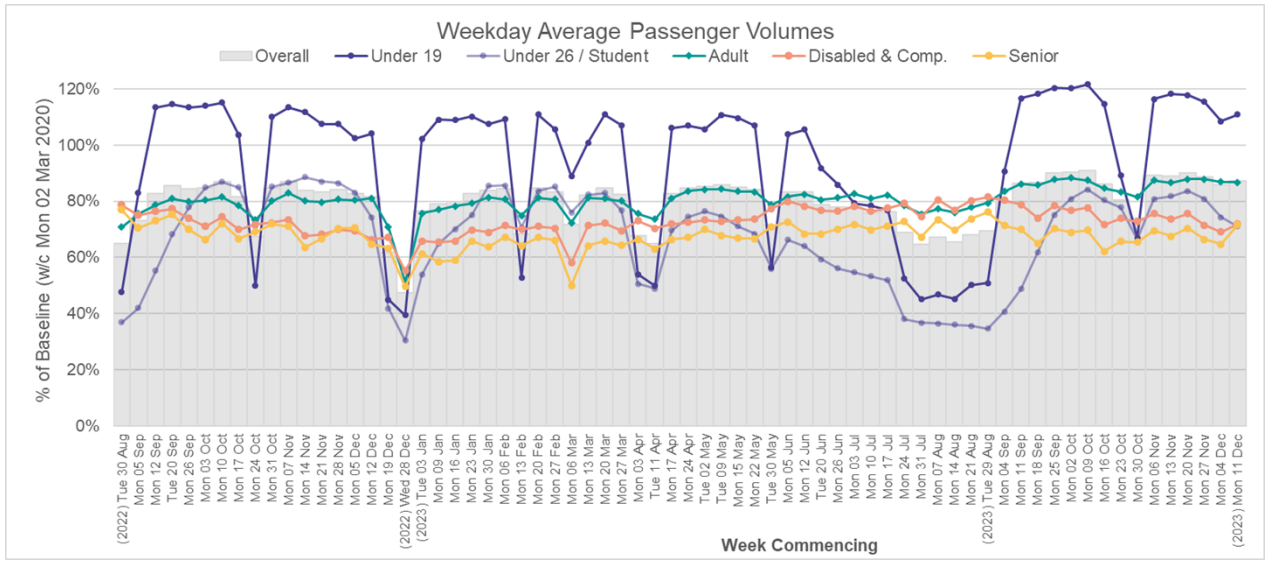
Footfall at Leeds station at 70% during the weekend before Christmas

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



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

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



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

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

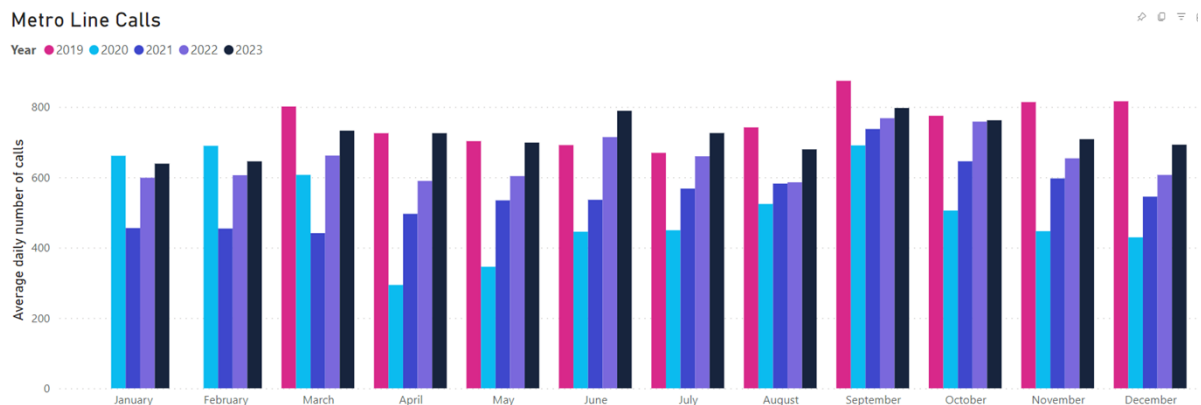
Use of Park and Ride Services

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



MetroLine Calls

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



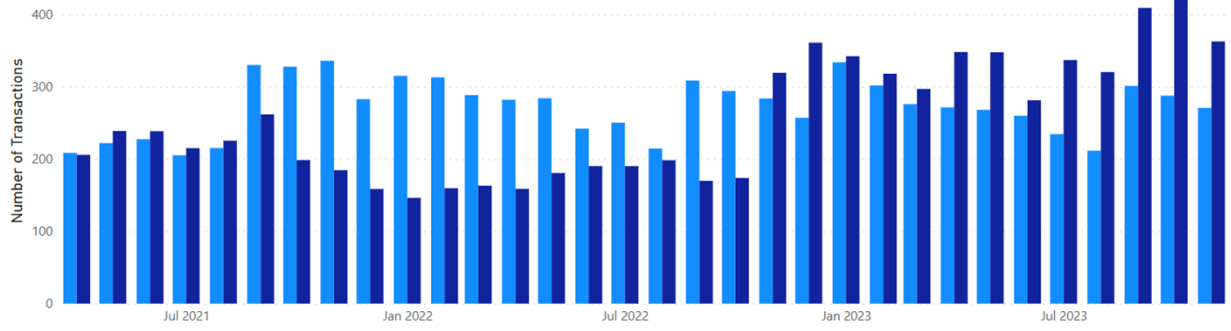
Metro Travel Centres

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

Metro Travel Centres: Average Daily Transactions

🔍 📄 📊 📅

● Sales ● Enquiries



Report to:	Transport and Infrastructure Scrutiny Committee
Date:	26 January 2024
Subject:	West Yorkshire Mass Transit
Director:	Luke Albanèse, Director of Mass Transit
Author:	Luke Albanèse, Director of Mass Transit

1. Purpose of this report

1.1 To provide a requested update on the progress of the Mass Transit programme as of January 2024, addressing the questions posed by the Transport and Infrastructure Scrutiny Committee, including;

- Overview of the background to the scheme,
- level of funding,
- short term and long-term timelines,
- main challenges,
- legal questions,
- type of systems being considered,
- whether it is future proof,
- public consultation,
- level of connectivity

2. Background

Mass Transit Vision 2040

- 2.1 Emerging from the Connectivity Infrastructure Plan, the Mass Transit Vision 2040 (**Appendix 2**) was developed through 2022 and 2023, with several rounds of stakeholder and public consultation occurring during the period resulting in refinements being made to the document.
- 2.2 During late 2023 the revised Mass Transit Vision was taken through the Transport Committee, the Place, Regeneration and Housing Committee, and the main Combined Authority to seek approval to adopt the Mass Transit Vision as a supplement to the existing Local Transport Plan. It was approved by the CA on 12th October 2023. The CA

paper is attached alongside the Mass Transit Vision itself at **Appendices 2 and 3** respectively.

2.3 The Specific questions posed by the Committee are in summary below:

1. Overview of the background to the scheme

- This is contained within the Mass Transit Vision 2040, and the CA is presently developing Phase 1 of the Vision.

2. Level of funding

- At present as part of the City Region Sustainable Transport Settlement (CRSTS) it will have access to £200 Million to develop Phase 1 of the West Yorkshire Mass Transit scheme.
- In addition, Government has identified up to £2.5 billion capital through future CRSTS rounds 2 and 3 in its recent *Network North* publication (**linked under “Background Documents”**).

3. Short term and long term timelines

- Main short term targets are the submission of a Strategic Outline Case for Phase 1 of Mass Transit to the Department of Transport (DfT) and HM Treasury in Late March 2024 and Public Consultation on Corridor route options later in the year.
- Main longer term targets are having a scheme well developed enough and far enough into the planning approvals process to make a submission for funding Capital Expenditure to the CRSTS 2 round in April 2027 and to commence construction work on site by Q2 2028.

4. Main challenges

- Comprehensive risk management strategy presently under construction but main risk areas concern
 - Stakeholder support
 - Technical challenges – construction on and off-street
 - Environmental impacts
 - Accentuated Capital Costs due to inflation
 - Impacts during construction and operation
- Much of the work in successful implementation is about addressing these challenges in plan and also as they further arise through the development cycle. An experienced Programme Management team is essential in this regard.

5. Legal questions

- The approvals for the construction and operation of most types of Mass Transit system in the UK is Governed under the Transport and Works Act (1992) as

amended, and there is a large body of experience nationally in the preparation of such applications and their execution.

- Keys to a successful application include:
 - A comprehensive Environmental Statement
 - Rigorous and meaningful Public Consultation
 - A complete assessment of Land and Property Impacts
 - A clear and supported Business Case
 - A funding strategy supported by Government

6. Type of systems being considered

- The Mass Transit Vision sets out the range of options that will be considered as appropriate for different corridors – including
 - Bus Rapid Transit
 - Light Rail/Tram
 - Tram Train
 - Emerging Technology Light Transit
- Each corridor will be assessed for the most appropriate technology – but the point is this will form part of the Integrated Transport Network that the CA intends to develop (including train, bus, Mass Transit, Cycling and walking)

7. Whether it is future proof

- The term ‘future proof’ is a very wide one and it is difficult to address directly. However all transport projects (road, rail or bus) are designed with a capacity which allows for growth in demand up to a certain level, and it is the intention to do the same with Mass Transit.

8. Public consultation

- Public consultation is central to the requirements for successfully implementing a Mass Transit scheme, and is a legal requirement. There have already been public and stakeholder consultations on the Mass Transit Vision and it is the intention to undertake Public Consultation on the Mass Transit Corridors under study in Phase 1, once approved by the Combined Authority.

9. Level of connectivity

- Mass Transit will only be one element in the emerging Integrated Transport Vision, which contains at its heart a fully interconnected network of services, fares and ticketing and information and marketing proposition, in common with the very best in modern European practice in sustainable transport. This Vision will be elucidated in the LTP4 presently under preparation and planned for consultation later this year.

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 the Mass Transit Vision 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 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 The Mass Transit Vision has been developed following consultation and engagement with key stakeholders. A period of statutory consultation has been completed to ensure that statutory consultees have had the opportunity to influence the documents evolution in

advance of adoption of the Vision as a supplementary document to the Local Transport Plan by the Combined Authority.

10. Recommendations

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

11. Background Documents

Network North: <https://www.gov.uk/government/publications/network-north>

12. Appendices

Appendix 1 – Mass Transit Progress Summary (presentation)

Appendix 2 – Report to Combined Authority on 12 October 2023 seeking adoption of Mass Transit Vision

Appendix 3 – Mass Transit Vision 2040

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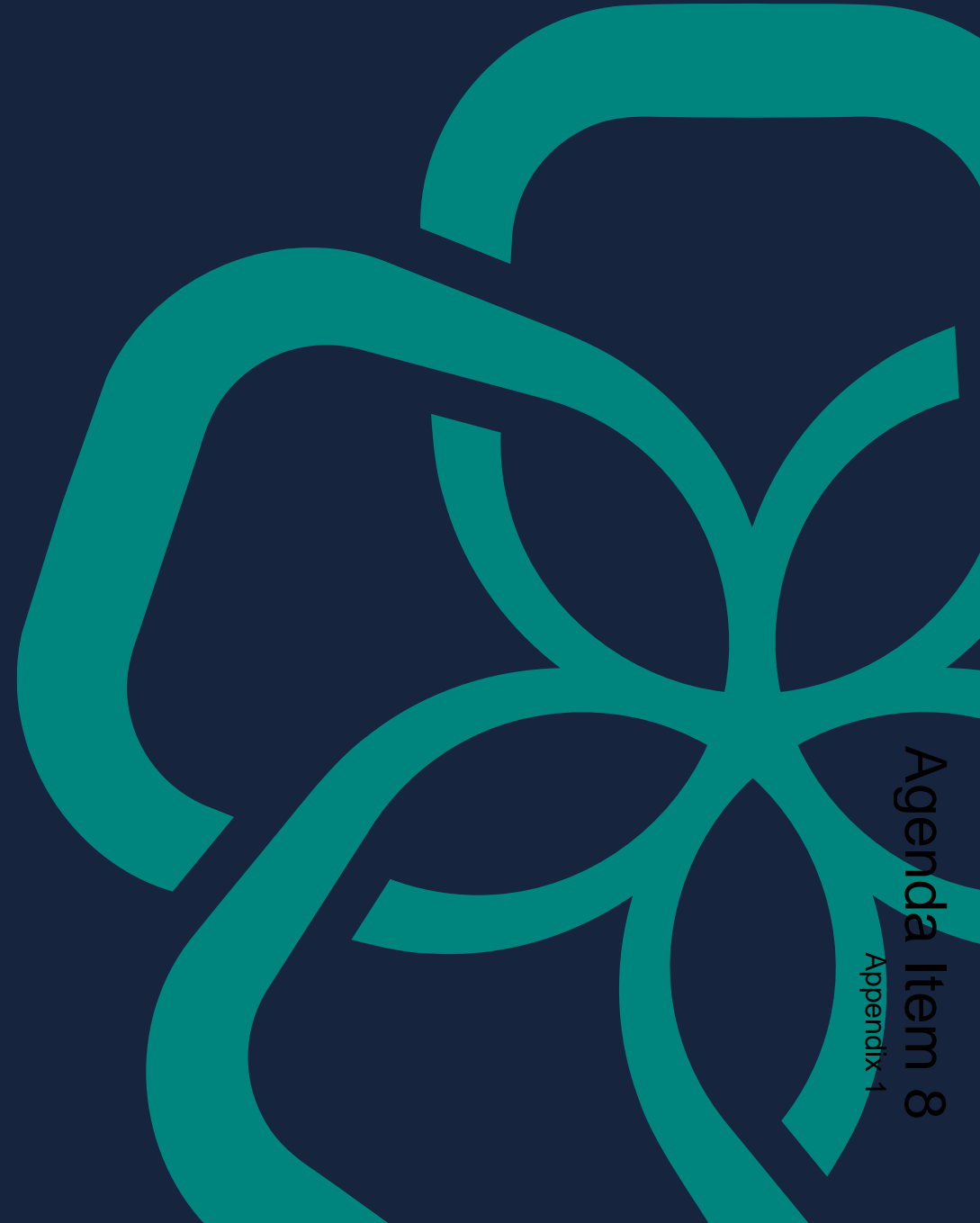
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Mass Transit

Agenda Item 8
Appendix 1



Mass Transit in West Yorkshire

- We have a bold and ambitious plan for a new form of transport for West Yorkshire.
- **Economy/ opportunities:** Mass transit will create jobs, improve access to education and work and encourage businesses to invest in our region. It will create more opportunities for the people of WY and beyond, making our region a more prosperous, healthier and sustainable place to live.
- **Environmental:** It will help us with our net zero ambitions and ensure that our region has cleaner air and is greener and healthier, for many generations to come.



Mass Transit in West Yorkshire

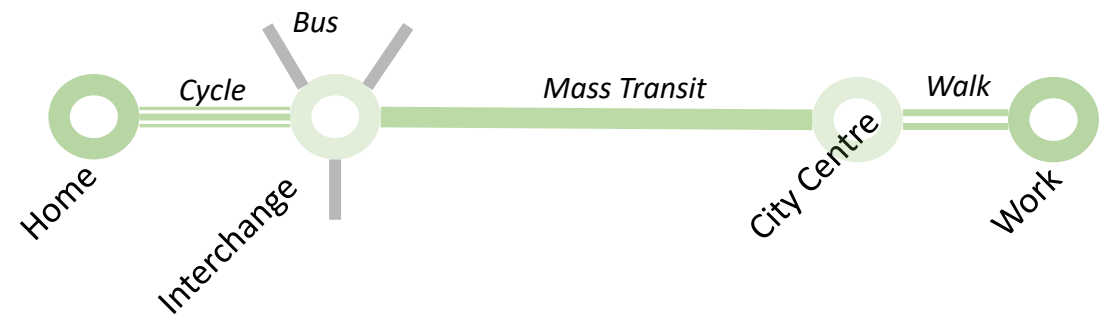
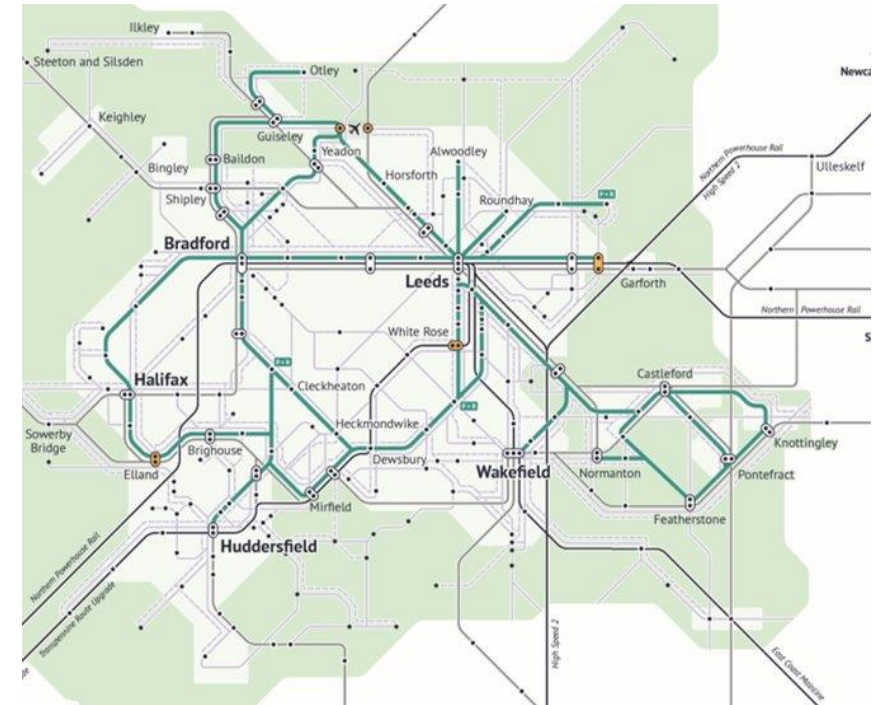
- **Efficiency:** It will create a better-connected West Yorkshire simpler, more frequent, more efficient and a more reliable public transport ∞ encouraging to leave their car at home.
- **Integrated Transport System:** It's also not just about mass transit, we want to create an integrated transport system which best uses our buses, rail, cycling and walking network.



West Yorkshire's Mass Transit Vision

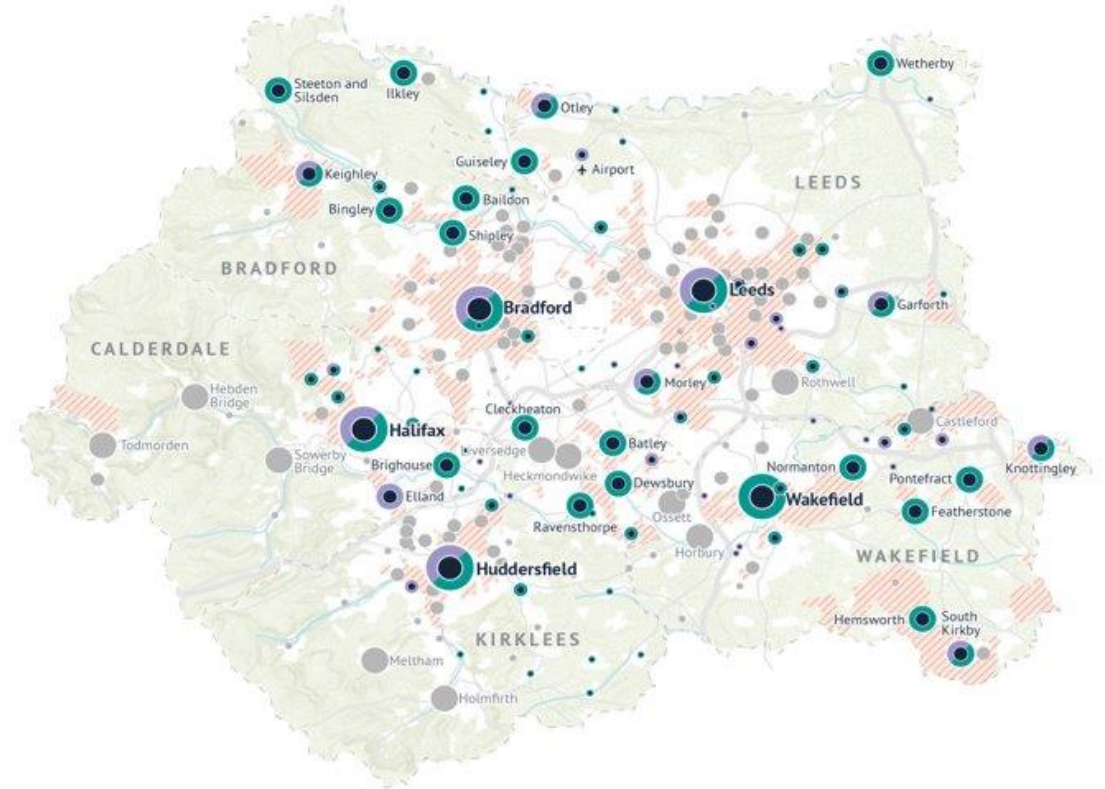
- As part of an integrated transport network, Mass Transit can:
- Help to **combat climate change**
- Connect the **important places across our region**
- **Support productivity and inclusive growth**
- **Support health and wellbeing**
- **Strengthening the UK's economic recovery**

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The West Yorkshire Connectivity Infrastructure Plan

- Evidence led piece of work that represents the Combined Authority’s ambition for a better, modern and integrated transport system for West Yorkshire over the next 20 years.
- Start of a process – proposes a pipeline of transport infrastructure improvements enabling better connections between all places, communities and economic assets, across the region and beyond.
- Helping to address the three big challenges facing our region
 - Recovery from COVID-19
 - Connecting Everyone – inclusive growth & productivity gap
 - Climate change – decarbonising transport & the economy
- A bold investment for future generations



Over the last two decades, we've upped our skills game, but our productivity is still stubbornly below the national average.

It's time to change this picture and close the gap. The National Infrastructure Assessment has also supported the view that connectivity is the key here.

We need a transport offer that complements our Victorian rail assets to reflect the modern economic landscape of West Yorkshire.

Our plans build on the evidence of connectivity and growth in Greater Manchester, the West Midlands and London.



Major cities in England have significant potential to grow, but in some places public transport is insufficient to meet future demand

Urban transport networks are likely to need to accommodate significant numbers of extra passengers by 2055 to ensure employment growth is not constrained

Number of projected additional morning peak hour passenger journeys into the city centre in 2055; ranges based on Commission's central scenarios that assume city centres remain important locations for businesses, with significant levels of home and hybrid working



£22bn is needed to fund major public transport upgrades, with an initial focus on these four cities

Mass Transit as part of an integrated transport system

Mass Transit, linked to cycling and walking, bus and rail, is essential to providing a public transport system fit for the 21st Century.

- The benefits of Mass Transit
- A better, more balanced economy.
- Support new housing.
- Sustainable development and regeneration of our towns and cities.
- Enhanced quality of life for West Yorkshire's residents and visitors.
- A low emission and low carbon future.

Our four design principles

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People first

Designed for people of all ages and abilities – easily accessible low-floor vehicles.

Reflect the region's diverse communities and cultures.

Multiple doors for quick and easy boarding.

Inclusive safe spaces around stops.

Affordable, easy to use, enjoyable and stimulating.

Environmental responsibility

Zero-emission at the point of use.

An attractive alternative to car travel.

Infrastructure resilient to climate change.

Landscaping to promote biodiversity, improve air quality and overall health.

Sustainable management of surface water.



Better connected

Integrated with local bus services. Bus and Mass Transit will share infrastructure where needed and practicable, while avoiding competition.

Connected to local rail services, yet independently operated. Link to HS2 and Northern Powerhouse Rail.

Cycleways that complement Mass Transit routes.

New and enhanced Park & Ride.

A sense of permanence and ease of use.



Celebrating West Yorkshire

Celebrate our built and natural environment.

Add to, and enhance, our urban spaces and support regeneration.

Respect existing spaces and neighbourhoods, build on their strengths.

Build and retain skills.

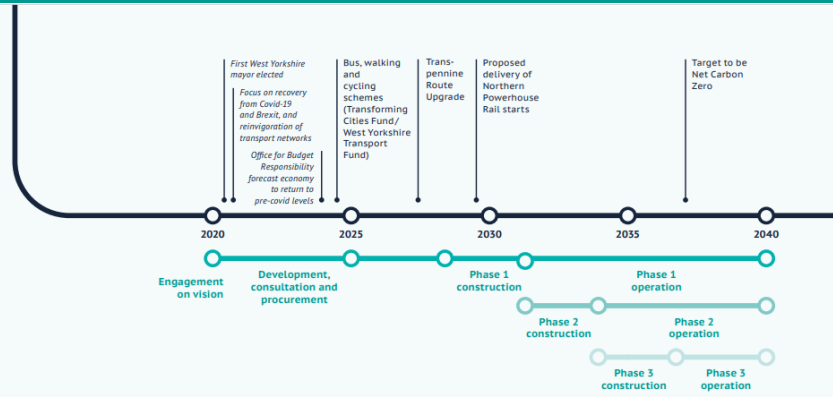
Be a symbol of pride for West Yorkshire.

West Yorkshire Mass Transit Vision 2040 – Phase 1

West Yorkshire Mass Transit Vision 2040

Accelerating delivery of Mass Transit

Mass Transit will be expensive to construct, but also deliver substantial benefits making West Yorkshire greener, more inclusive and better connected.



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Funding

West Yorkshire Mass Transit forms a central component of the West Yorkshire Connectivity Infrastructure Plan. Published by Government in November 2021, the Integrated Rail Plan confirms the funding for West Yorkshire Mass Transit.

“ We commit today to building a Mass Transit System for Leeds and West Yorkshire, and to supporting West Yorkshire Combined Authority over the long term to ensure that this time, it gets done. That work begins now, with £200m of immediate funding to plan the project and start building it, with the first services operational in the second half of this decade.

Read the Integrated Rail Plan online by clicking here.

Phased delivery

The Vision sets the pipeline for the development of Mass Transit across West Yorkshire. As a pipeline, delivery of the whole network will take time and will be phased. As the most travelled area in West Yorkshire, Leeds city centre will be at the heart of the system and will be served by early phases. We will continue to work in partnership with Government to deliver our Mass Transit ambition.

Our priorities are for a first phase of the network which:

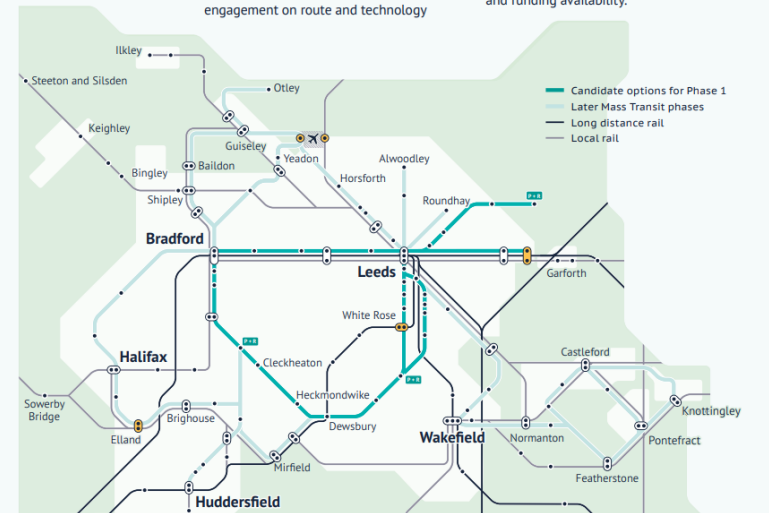
- Has a strategic rationale and is operable as a standalone system.
- Offers value for money and is financially sustainable and affordable.
- Allows for network expansion and fits with our overall vision for transport set out in the Connectivity Infrastructure Plan.
- Works closely with local communities and economic regeneration partners through public and stakeholder engagement to develop an integrated transport network with Mass Transit at its core.

“ Our ambition is to have ‘spades in the ground’ for construction of phase 1 within the 2020s.

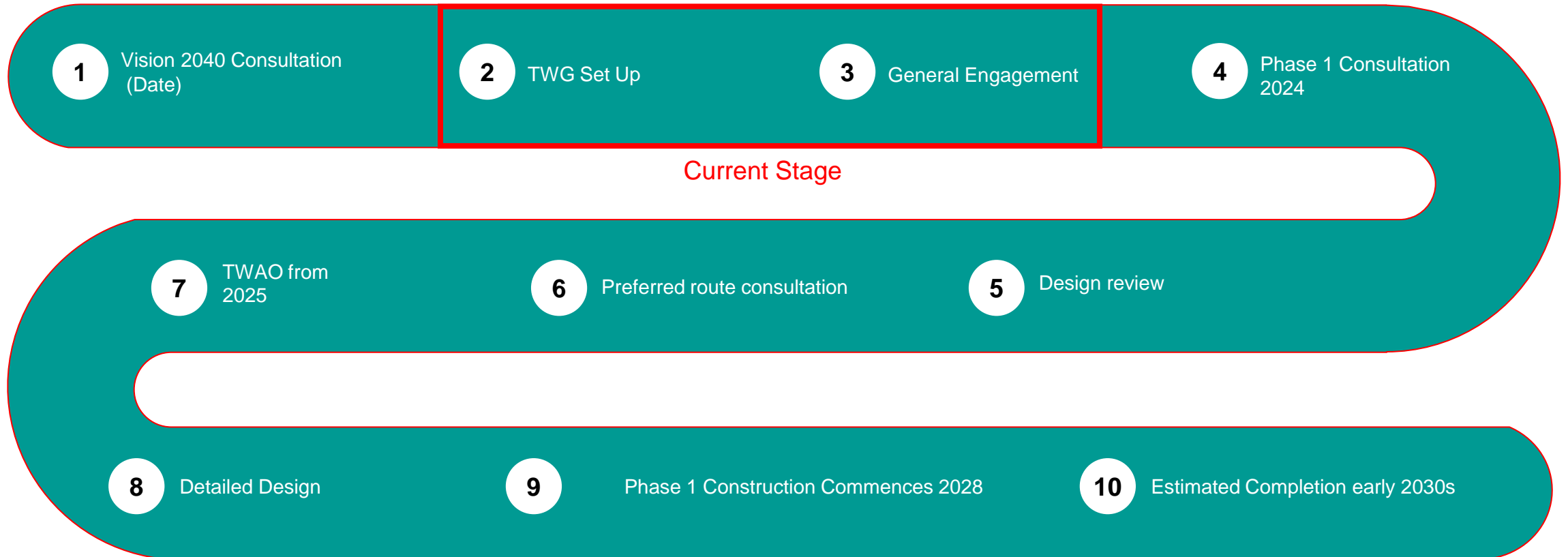
We anticipate that the delivery of the first phase will be based around the corridors identified below, but so that no part of West Yorkshire is left behind development work will continue on all transit corridors.

Subject to Government funding decisions, we anticipate commencing public engagement on route and technology

choices during 2023. We want construction to start during the 2020s. The timing, shape and form of the Mass Transit system will be subject to engineering feasibility, environmental assessment, and public and community engagement, and stakeholder support of its business case, and funding availability.



Mass transit programme overview





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West Yorkshire



Thank you

westyorks-ca.gov.uk





Report to: West Yorkshire Combined Authority

Date: 12 October 2023

Subject: **Mass Transit Vision 2040 Adoption**

Director: Luke Albanese, Director Mass Transit

Author: Chris Dunderdale, Policy Officer, Mass Transit

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

For the Combined Authority to consider the draft Mass Transit Vision 2040, as amended following the outcome of the statutory consultation process and to adopt it as a supplementary document to the Local Transport Plan.

2. Information

2.1 Following the statutory consultation of the Mass Transit Vision 2040 document, the Mass Transit team are proposing the Vision is adopted by the Combined Authority, as a supplementary document to the current Local Transport Plan. The Mass Transit Vision statutory consultation was intended to provide a statutory footing for the Vision to be adopted as part of LTP4. However, timescales for the LTP4 consultation have now moved to late 2024. In light of this, the statutory footing secured through the recent consultation allows for adoption as a supplementary document to the current Transport Plan, and a subsequent adoption as part of the LTP4 at the appropriate time.

Mass Transit Vision Consultation January 2021

2.2 As the Authority will be aware, the Mass Transit Vision 2040 was produced alongside the Connectivity Infrastructure Plan. The purpose of the Vision was to outline plans for Mass Transit and how this relates with 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'.

- 2.3 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 total 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.
- 2.4 A detailed analysis of the findings was completed, and a report was produced to help inform changes to both documents. Following feedback from the engagement and wider work on the programme, a number of changes were made to the Mass Transit Vision document. This resulted in the addition of new pages, and several updates required to reflect the current status of the programme.
- 2.5 The update to the Mass Transit Vision document sat within the wider workstream to establish our approach to consultation for the Mass Transit Programme. This proceeds with business case and route development activity ahead of the Transport and Works Act Order (TWAO) process. Mott MacDonald were commissioned to work with the Mass Transit team to meet the consultation and engagement needs of the programme.

October 2022 Statutory Consultation

- 2.6 Following the 2021 public engagement, the main purpose of this statutory consultation was to seek support for the formal adoption of the Mass Transit 2040 Vision with stakeholders. The consultation was targeted towards a set list of statutory consultees, as well as other wider stakeholders. This is in contrast to the previous engagement, which focused on updating the public on our proposals for Mass Transit development over the coming years. Whilst the consultation page was open to responses from the public, the team focused on securing responses from the identified Statutory Consultees.
- 2.7 The consultation commenced 17th October 2022 and ran for 12 weeks and was hosted on Your Voice, the Combined Authority digital engagement hub.

Post Statutory Consultation Analysis and Re-engagement Exercise

- 2.8 As part of post consultation reporting and analysis in early 2023, the Mass Transit Team, along with colleagues from the Consultation and Engagement team felt that whilst we had secured key responses from statutory consultees, there were still some gaps in responses from key stakeholders.
- 2.9 The existing stakeholder list was reviewed and approved by the Combined Authority legal team and Pinsent Masons. The listed included stakeholders from both the [DFT Guidance on Local Transport Plans](#) and from the [Town and Country Planning Act \(TCPA\)](#) legislation.
- 2.10 It was also advised that Parish and Town Councils were not to be included in the re-engagement as they are not statutory consultees in Local Transport Act guidance. However, further engagement with this group is being agreed and

prioritised as part of the Stakeholder Engagement Plan for political stakeholders.

2.11 The team re-contacted statutory consultees who had not yet responded to the consultation. During the re-engagement period, additional responses were received from nine statutory consultees:

- Cross Country
- Crown Estate Commissioners
- Freightliner
- National Highways
- North York Moors National Park Authority
- Northern Rail
- Office for Nuclear Regulation
- Theatres Trust
- Yorkshire Dales National Park Authority

2.12 The re-engagement period closed on 19th June 2023. A comprehensive Consultation Outcome Report has been produced, outlining all the feedback received as part of the consultation. This will be published on Your Voice after the Vision is finalised and further discussions have taken place with the district partners.

Post Statutory Consultation Amendments to the Vision

2.13 Following due consideration of consultation responses, no substantial material changes to the Vision were deemed necessary. However, a number of minor amendments were suggested for reasons of accuracy and consistency. The key themes from the consultation that were considered against the Vision for amendments, are summarised in Table 1, along with the response regarding any necessary amendments to the Vision.

2.14 The Mass Transit Vision 2040 document has been updated to reflect the suggested amendments; this is appended for consideration by the Authority.

Table 1 - Post Statutory Consultation Vision Document Amendments

Consultee	Key Theme	Response/ Vision Amendment
Leeds Conservative Group Office	Concern that the Vision is marginalising those with disabilities who cannot walk or cycle to engage with Mass Transit.	Text added to Vision - "continuing to work with disability groups' and 'providing continued access to blue badge parking spaces". There is an intention to establish a design reference group which will provide the opportunity to gain advice from those with lived experience to ensure, as far as is possible, a barrier-free integrated public transport environment. Finally, all of the policies pursued for Mass Transit are thoroughly developed using equalities impact assessment.

Kirklees Council	The Mass Transit Vision needs to contain a commitment to working with Districts to adopt a series of minimum standards for such stops, based on Mobility Hubs best practice	Text added to Vision – “to examine best practice in the UK and internationally on stop design and relevant guidance' 'work with others on areas we're unable to develop ourselves”
Bradford Council	Mass Transit will need to serve Holme Wood directly and facilitate new development	No change to Vision – Holme Wood is already included in the vision, and the mass transit team will work with Bradford colleagues to develop options for Holme Wood though the wider programme development workstreams.
Consultation Key Theme	Vision needs to clearly state that it is not comprehensive at this stage due to being a Vision only.	Text added to Vision – “Our Vision sets out the aspiration for Mass Transit in West Yorkshire, but it is not set in stone. We will continue to work with our stakeholders and reflect the needs of local communities to evolve our approach over the coming years. Being adaptable to change will mean we are able to develop the best possible sustainable transport outcomes for the region as our needs evolve over time.”
Consultation Key Theme	Wetherby should be added to the regional map	Vision amendment - Wetherby added to the network map as a key regional location, rather than a mass transit stop/station.
Consultation Key Theme	Concern around length of programme and escalating costs / funding issues	No change to Vision, add to FAQs on website - The vision sets out the aspiration for delivery, but it is an early-stage projection of potential delivery timescales and costs. As stated in the vision, any changes to programme or cost will be dealt with as the programme progresses.
Consultation Key Theme	Light rail suggested for numerous areas – will we be sharing the rationale for modes chosen in each area?	No change to Vision, add to FAQs on website - A key part of programme development will focus on the rationale for route selection, and as a component, the mode selected for subsequent phases of the network. This work will also set out the rationale, and will be communicated with stakeholders and the public in due course through future consultation activity.
Consultation Key Theme	Clarify improvements to existing public transport will continue as mass transit is developed	No change to Vision, add to FAQs on website – We will continue to improve existing public transport though other programmes and funding streams. We want mass transit to complement these improvements – mass transit is a further investment in public transport, rather than at the expense of other modes.
Consultation Key Theme	Importance of continued engagement with stakeholders	No change to Vision, add to FAQs on website – This is outlined in the Vision and mentioned on the existing FAQs. We will give more information on the website/Your Voice page when we know the scope/timing of the first round of consultation for phase 1.

Consultation Key Theme	Rationale for some areas not included in the vision, however we will be ensuring connectivity with existing transport links AND explaining reasoning for areas that won't have it.	No change to Vision, add to FAQs on website – Vision already sets out some of the rationale for potential areas served by mass transit. This will be set out in more detail as part of the first phase consultation, and we will continue to work with stakeholders to ensure mass transit serves the right places. We will also work closely with colleagues to ensure mass transit is integrated into the wider bus, rail and cycling/walking network, and these continue
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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, Mass Transit Vision 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 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 The Mass Transit Vision has been developed following consultation and engagement with key stakeholders. A period of statutory consultation has been completed to ensure that statutory consultees have had the opportunity to influence the documents evolution in advance of the proposal to adopt the Vision as a supplementary document to the Local Transport Plan.

10. Recommendations

10.1 For the Combined Authority to consider the draft Mass Transit Vision 2040, as amended following the outcome of the statutory consultation process and to adopt it as a supplementary document to the Local Transport Plan.

11. Background Documents

None.

12. Appendices

Appendix 1 – Mass Transit Vision 2040

<https://westyorks-ca.gov.uk/media/11243/item-6-app-1-mass-transit-vision-august-2023-v1-final.pdf>



West Yorkshire Mass Transit Vision 2040

A new transport system for a greener, more inclusive and better connected West Yorkshire



West Yorkshire Mass Transit Vision 2040

What is Mass Transit?

Mass Transit is a large-scale public transport system in a metropolitan area. With its own brand and identity, typically Mass Transit would use one or more of modern high-capacity buses, trams and tram-train vehicles.

We have a bold and ambitious plan for a new form of transport for West Yorkshire. Alongside cycling and walking, and bus and rail, we see Mass Transit as essential to help our communities thrive and our economy flourish, bringing people and places closer together.

Mass Transit will require significant investment, but will deliver substantial benefits to West Yorkshire. It will support levelling-up. Mass Transit will:

Help combat climate change and provide climate resilient infrastructure.

Connect West Yorkshire's important places.

Support levelling up and help rebalance the economy.

Improve health & well-being.

Support economic recovery.

By offering a new public transport option, which increases capacity and provides an attractive alternative to car travel, Mass Transit will support and facilitate:



A low emission, low carbon, inclusive future.



A bigger, stronger and rebalanced economy – increasing access to jobs, education and training.



Enhanced quality of life for West Yorkshire's residents and visitors.



Inclusive growth through improving transport for up to 675,000 people within the top 20% most deprived communities within West Yorkshire.



Sustainable development and regeneration of neighbourhoods, district centres, towns and cities – connecting up to 35 housing growth areas, 17 employment growth areas and five hospitals.

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Our ambitious plans for Mass Transit

As Mayor and Leaders of West Yorkshire, we are committed to making public transport work for West Yorkshire, to connect more people with jobs, training and education opportunities, and to tackling the climate emergency on our way to becoming a net-zero carbon economy by 2038.

West Yorkshire Combined Authority has been developing a vision for the region's future transport system, engaging with communities so we know what people want and need.

Significant progress has already been made in addressing years of underinvestment in transport in the north. Now, with devolved powers, we can do even more.

Our plans for Mass Transit will help us to further redress this balance by enabling us to deliver a new integrated and inclusive transport network developed by people in West Yorkshire for people in West Yorkshire. Our plans set out how we can start delivering a new, high quality mass transit system, such as a tram, which will connect people across our region by 2040.

Transport emits the most carbon in West Yorkshire, with more than 90% of transport emissions coming from cars and vans. Enabling more journeys by public transport will be integral to us achieving our ambition to tackle the climate emergency and improve the quality of our air.

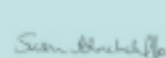
Mass Transit will be fully integrated with our ambitious plans for the future of our bus network, enabling us to make buses work for people by improving journey times and reliability.

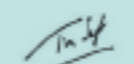
Travel on foot and by bike has incredible potential to meet the demand for shorter journeys: 80% of us live in towns and cities, and car journeys of a mile or less can be walked in about 15 minutes. Walking is also a great way of travelling to mass transit stops and train stations as part of a longer journey.

Our vision is not just about investing in more of the same, it is about making transport more accessible and more inclusive. Everyone in our region has something to give and we need to make sure people can access jobs, education and training opportunities, which enable them to increase their skills and earn good incomes.

This goes beyond getting people from A to B. It is about getting all of us – our people, our communities, our businesses to where we want to be as a region.

 **Tracy Brabin**
Mayor of West Yorkshire

 **Cllr Susan Hinchcliffe**
Leader, City of Bradford Metropolitan District Council

 **Cllr Tim Swift MBE**
Leader, Borough Council of Calderdale

 **Cllr Shabir Pandor**
Leader, Council of the Borough of Kirklees

 **Cllr James Lewis**
Leader, Leeds City Council

 **Cllr Denise Jeffery**
Leader, Council of the City of Wakefield

A new transport system for West Yorkshire

+ We have a bold ambition to make West Yorkshire greener, more inclusive and better connected.

To achieve this we need an equally bold approach to public transport.

That is why we propose building a modern, world-class public transport system, using new forms of advanced Mass Transit.

Mass Transit, linked to cycling and walking, bus and rail, is integral to our vision for a sustainable public transport system fit for the 21st Century.

It will support the clean growth of our region. It will help us meet the demands of growing capacity and increased connections so our communities can better access jobs, education and opportunities.

This high-tech, seamless, sustainable Mass Transit system will connect West Yorkshire's cities, towns and district centres, serve areas of new housing development and employment growth, and provide links to inter-city rail services.

Mass Transit will help our communities to thrive and our economy to flourish, bringing people and places together. It will improve the look and feel of our towns and cities and reduce pollution.

Engagement

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We published a draft of the Mass Transit Vision in January 2021, as part of the wider West Yorkshire Connectivity Infrastructure Plan. We wanted to know what West Yorkshire residents thought of our Vision and how we plan to implement it.

The public and stakeholder engagement ran from 27 January to 4 June 2021. It featured:

- **Online questionnaire survey** for views on proposals for all modes
- **Detailed Mass Transit Survey** for views on proposed corridors
- **Interactive map** to place comments on issues and propose changes
- **Focus groups** with young people, disability and interest groups
- **Social media campaigns.**

There were 430,000 social media views of the engagement material. We received 7,800 responses to our surveys, polls, the interactive map and other stakeholder feedback. It is the largest consultation response of its type the Combined Authority has received.

We are grateful to everyone who took the time to consider our plans and to respond. We have analysed and considered all the responses carefully – thank you.

Overall, the support for our Mass Transit Vision was strong. Around 80% of respondents said they supported the Vision, either fully or in part. Feedback can be broadly grouped as:

- Those who supported the Mass Transit vision and felt that it should have been delivered years ago.
- Those who suggested that Mass Transit was no longer needed due to changes to travel demand as a result of the pandemic.
- Those who were concerned around deliverability or the affordability of Mass Transit.
- Those who wanted Mass Transit to connect parts of West Yorkshire not identified within the Vision, or simply wanted greater investment in bus and rail.

Based on the feedback received, we have made a number of changes to the Vision, including:

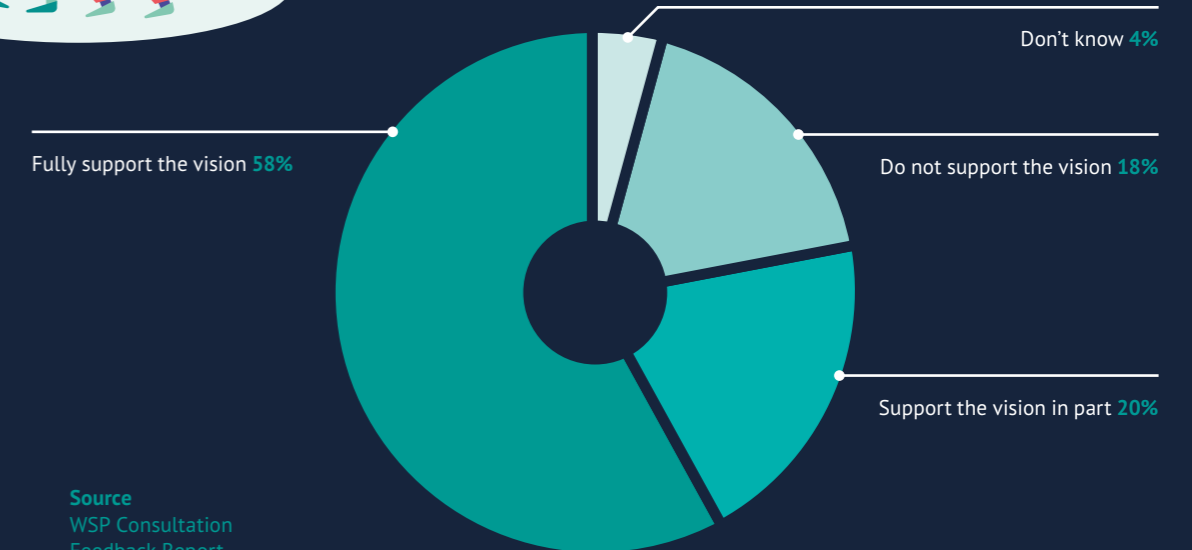
- Placing greater emphasis on the role Mass Transit can play in addressing equality, diversity and inclusivity for communities across West Yorkshire.
- More clearly identifying Mass Transit's role helping to meet our climate and sustainability ambitions.
- Reviewing the Places to Connect by Mass Transit, particularly around Wakefield, north Bradford and .
- Refreshing how we will deliver Mass Transit, in the context of the Government's 2021 Integrated Rail Plan and City Region Sustainable Transport Settlement announcements.

Let's continue the conversation on Transit

This engagement exercise was the first time we have taken the views of West Yorkshire residents on our Mass Transit Vision. As the Vision is developed there will be further opportunities for residents and business to set out their views and for these to feed into the on-going development process.

A detailed report of the analysis of engagement responses has been published on the Combined Authority's website alongside this updated Mass Transit Vision.

06



Source
WSP Consultation
Feedback Report

Investing in West Yorkshire's future

Our four priorities:

Boost productivity



Enable inclusive growth



Tackle the climate emergency



Deliver 21st century transport



“Our vision for West Yorkshire is to be recognised globally as a great place to live with a strong, successful economy. Where everyone can build businesses, careers and lives, supported by a superb environment and world-class infrastructure.”

“West Yorkshire Mass Transit is integral to delivering our priorities by helping to address our region's challenges.”

Our Connectivity Infrastructure Plan is our broader plan for a modern, integrated transport system for West Yorkshire. It sets out how improved walk, cycle, bus and rail networks will help us meet our challenges, and the role that Mass Transit can play.

Our cities and towns have outgrown our transport system. Our reliance on the car is damaging business, the environment and people's health. Many in our most disadvantaged communities have not benefited from car travel and suffer most from its impacts.

Our transport networks are under increasing pressure. Roads are congested. Public transport can be overcrowded. Journeys can be unreliable. These are all costs to our economy.

They limit opportunities for people to access work, for businesses to connect with their customers and their suppliers, and how communities interact. Pollution from congested roads worsens serious public health and environmental problems.

A “business as usual” approach to transport will mean economic opportunities are not fully realised and effective action is not taken to decarbonise our economy.

Our three challenges

Covid-19

West Yorkshire has been hit hard by the pandemic and by its economic and social impacts. Better public transport is central to our plan for supporting post-pandemic recovery in the longer term.

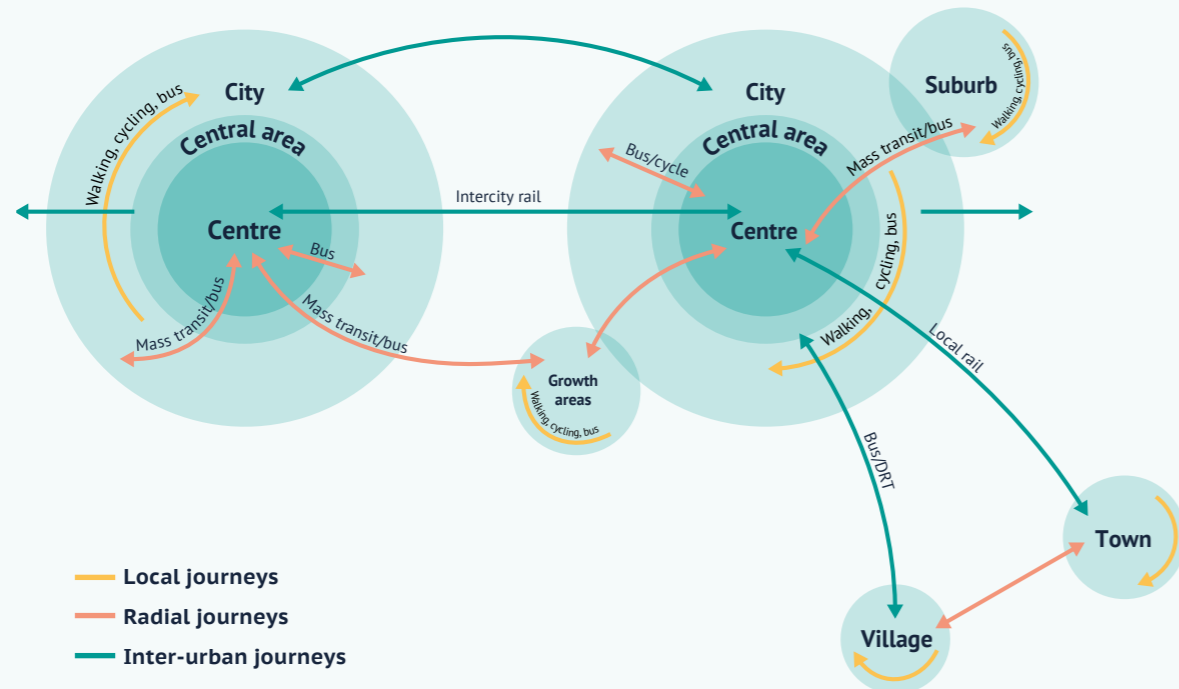
Connecting everyone

Not everyone has benefited from past economic growth and there is a risk that they will fall further behind as the country emerges from the Covid-19 pandemic. We need to overcome the transport barriers that limit access to jobs, training and essential services.

Climate change

The Combined Authority has committed West Yorkshire to reduce its carbon emissions to ‘net zero’ by 2038. Transport must decarbonise quickly. To enable clean growth, people will need to travel less by car and more by sustainable forms of transport.

One connected door-to-door journey



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A flourishing, connected, low-carbon region is only possible with a modern, integrated transport system, of which Mass Transit is an integral part. We need transport options that work in harmony with each other and meet the specific needs of the different types of journey made in West Yorkshire.

We need to provide the right transport options in the right places, whether it's rural to urban, inter-city, between towns, for work or school, shopping or social, daily or occasional.

The best transport networks in other regions and countries integrate different forms of transport together, catering for all journey

types and communities, while meeting local economic challenges and needs.

Some forms of transport are best suited to high volumes of travel, others are best for lower flows. Some are best for short journeys and others better for longer ones.

Our goal is to create an integrated and seamless transport system that best meets the needs all of the different journey types. A network that provides the right connections and right capacity, where it is needed while also providing a clean and low carbon way to travel.



Our Connectivity Infrastructure Plan sets out how Mass Transit will be integrated within an improved door-to-door transport system for West Yorkshire.

Walking is popular for short everyday journeys. Safe, convenient and appealing walking routes to bus, Mass Transit and rail make public transport a more accessible and attractive option.

Cycling is an affordable and healthy way to travel for many. We plan to extend the network of on-street and dedicated cycle routes to better connect with Mass Transit.

Micro-mobility (e.g. e-bikes) creates new opportunities for shorter journeys.

Bus is best for many public transport journeys. Some bus services will be redesigned to connect with Mass Transit. Buses and Mass Transit will share

infrastructure if needed and where practicable, while avoiding competition.

Mass Transit will provide fast, high capacity and direct connectivity, linking major current and future employment sites, areas of significant new housing, Park and Ride sites and areas of regeneration.

Rail and Mass Transit will serve different travel markets. Rail will be best for many longer public transport journeys. Mass Transit will connect with local rail services, inter-city services and Northern Powerhouse Rail.

Mass Transit will be an appealing alternative to **car** travel. Park & Ride will offer access to town and city centres. Road space may need to be reallocated from cars to allow Mass Transit to run free from congestion.

How Mass Transit addresses our challenges

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Our regional objectives



Boost productivity

Helping businesses to grow and invest in the region and their workforce, to drive economic growth, increase innovation and create jobs.



Enable inclusive growth

Enabling as many people as possible to contribute to, and benefit from, economic growth in our communities, towns and cities.



Tackle the climate emergency

Growing our economy while cutting emissions and improving our environment.

Our challenges

West Yorkshire's productivity is lower than the rest of the country. We need the economy to grow. We need to share better the benefits of growth.

West Yorkshire's population and the number of people working is forecast to grow. More people means more travel. We need new housing and new places for people to work.

Transport needs to add to people's quality of life, not detract from it. Traffic noise and congestion affect day-to-day lives. Traffic blights local communities.

Poor transport limits what people can do.

There is an urgent need to reduce transport's greenhouse gas emissions. Transport contributes to poor air quality. We need cleaner air.

Our Objectives for Mass Transit

Connect West Yorkshire's important places. Help people travel to jobs and education in a reliable, efficient and affordable way. Increase the job and training opportunities people can easily get to.

Support economic recovery. Improve connections between areas of housing growth and employment, education, health and leisure opportunities. Improve connections to new employment sites.

Improve health and wellbeing. Make travelling around West Yorkshire a more pleasant experience. Support improved public realm. Provide an attractive alternative to car travel.

Support levelling up and help rebalance the economy. Reduce transport barriers which limit travel horizons and so increase access to employment, education, health, leisure and other services. Improve connections to local and district centres. Be fully accessible to all. Support redevelopment and regeneration.

Help combat climate change, provide climate resilient infrastructure and improve air quality by being low emission and providing an attractive and sustainable alternative to car travel.

An evidence led approach to identifying transport investments priorities

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Our Connectivity Infrastructure Plan identifies how we need to improve transport to benefit all our communities.

Our Connectivity Infrastructure Plan focuses on how transforming connectivity can help raise productivity, living standards and environmental quality for all.

The Plan's scope covers the whole of West Yorkshire: the local authority districts of Bradford, Calderdale, Kirklees, Leeds and Wakefield.

Our Plan builds on the existing West Yorkshire policies as well as local, pan-northern and national priorities.

It's been developed with input from the National Infrastructure Commission and reflects their October 2020 principles for effective urban infrastructure.

In the Connectivity Infrastructure Plan, we identify the important places we need to connect. Based on the evidence, we identify the areas where there is opportunity for Mass Transit.



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How we developed the Connectivity Infrastructure Plan:



1. Create a single evidence base

2. Identify the key communities to connect

3. Identify the best transport for local communities

4. Identify options for improving connectivity

5. Sift options against our objectives

Our evidence base

- Socio-economic characteristics
- Economic need (Index of Multiple Deprivation)
- Known transport constraints
- Forecast changes to travel demand
- Planned changes to transport networks
- Anticipated land use changes (new employment growth zones, major housing opportunities, etc)
- Transport-related environmental problems
- Local district plans



Our plan for regional growth

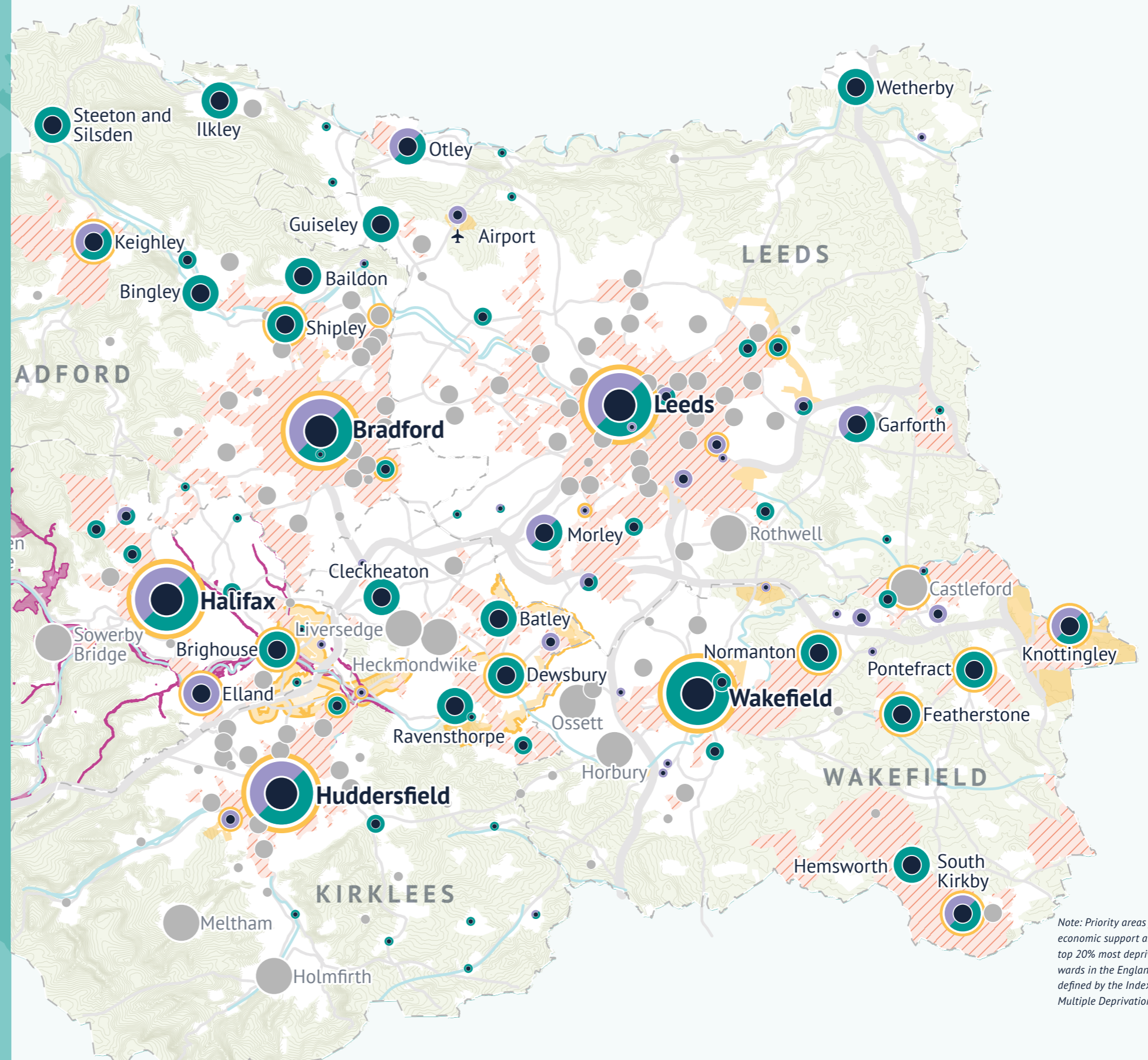
“ Understanding our places now and in the future is central to planning an effective and efficient transport system.

At the heart of northern England, West Yorkshire is a thriving place to live. It is increasingly attracting highly skilled, knowledge-intensive service sector workers, as well as new tourism, cultural and leisure opportunities.

However, transport congestion is limiting growth and air quality is a problem. Transport is the largest carbon emitting sector in West Yorkshire.

In order to develop an effective transport system, we need to understand each and every one of our places and communities. Then we can make sure everywhere and everyone is seamlessly connected.

Leeds is the largest city in our region. West Yorkshire is also home to the cities of Bradford and Wakefield and the large towns of Huddersfield and Halifax. Alongside our other town and district centres, West Yorkshire is a great place to live.

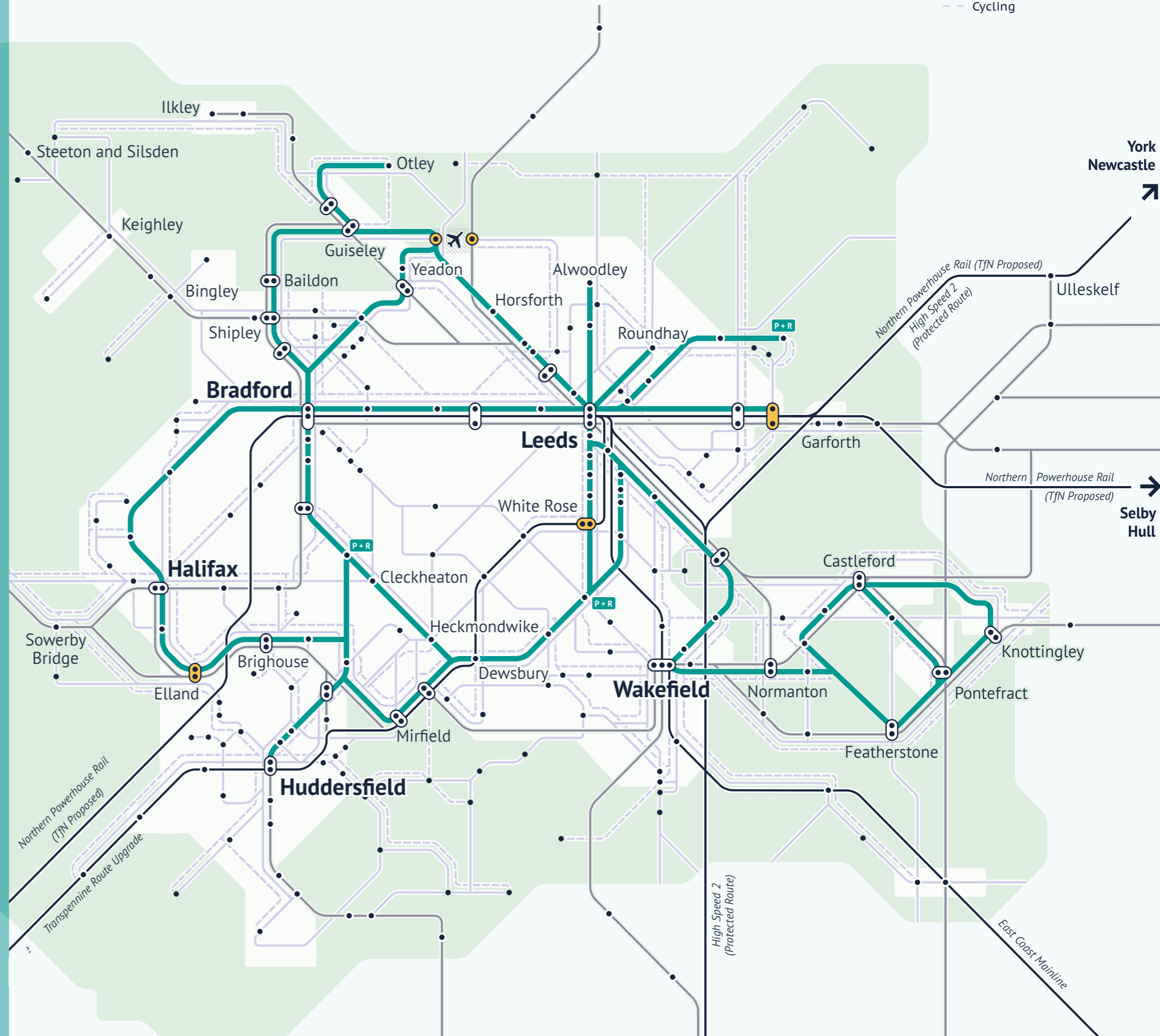


Note: Priority areas for economic support are the top 20% most deprived wards in the England as defined by the Index of Multiple Deprivation.

The benefits of Mass Transit as part of an integrated transport system

- 14 **Mass Transit, linked to cycling and walking, bus and rail, is essential to providing a public transport system fit for the 21st Century.**
- 15
- 104
- A better, more balanced economy.
- Support new housing and opportunities for business growth.
- Sustainable development and regeneration of our towns and cities.
- Enhanced quality of life for West Yorkshire's residents and visitors.
- A low emission and low carbon future.

- Opportunity for Mass Transit
- Mass Transit Park & Ride (P+R)
- Potential Mass Transit interchange
- New rail station & interchange
- Opportunity for Local Rail
- Long distance rail
- Local rail
- Local bus
- Cycling

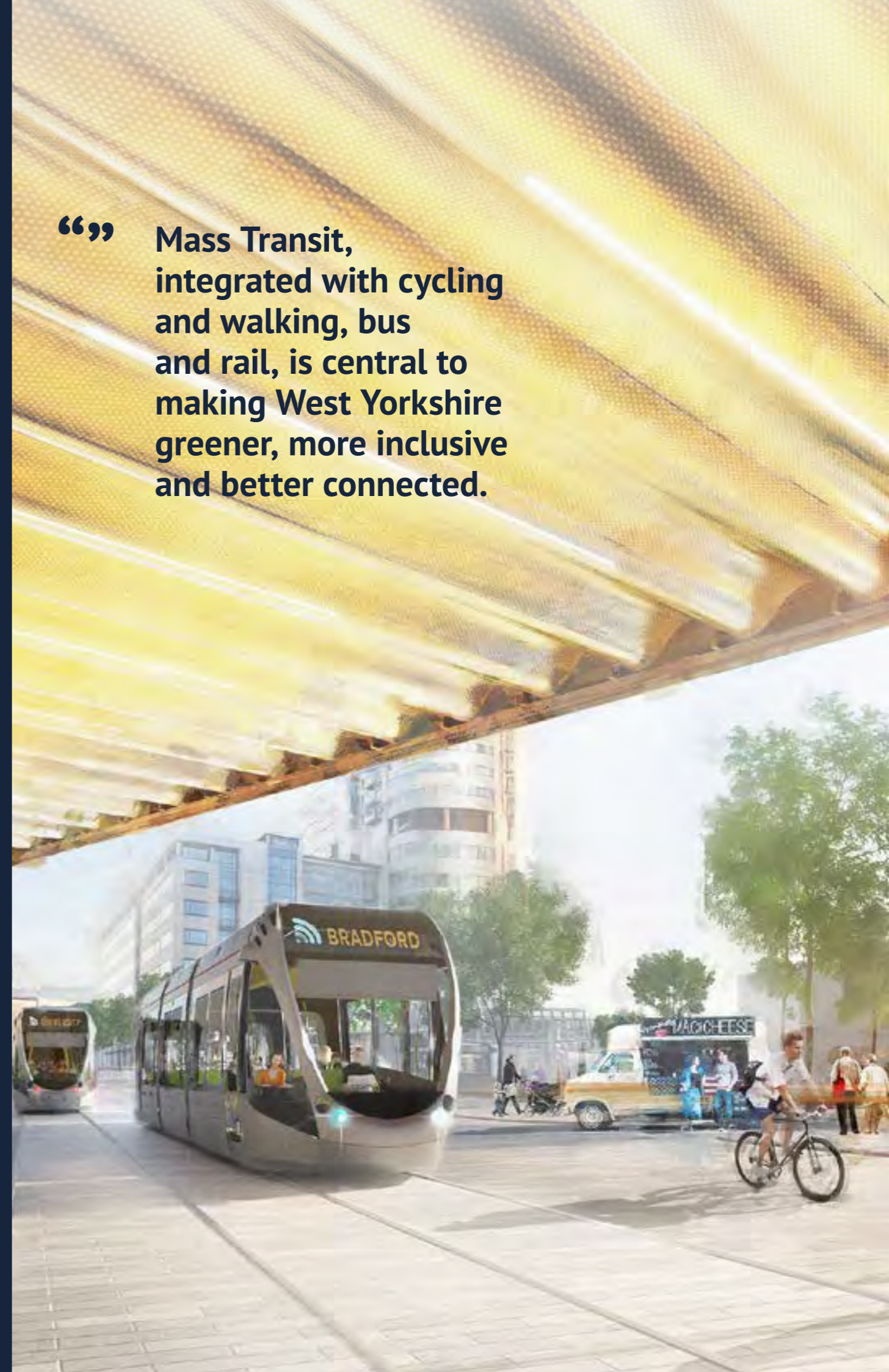


A bold ambition for a new West Yorkshire transport mode

Mass Transit will be a new form of transport for West Yorkshire. It will be integrated into the urban fabric of every community it serves.

Our design principles have been shaped by our goal to create a 21st Century transport system. Helping us meet our priorities to tackle the climate emergency, boost productivity and enable inclusive growth.

“” Mass Transit, integrated with cycling and walking, bus and rail, is central to making West Yorkshire greener, more inclusive and better connected.



Our four design principles



People first

Designed for people of all ages and abilities, and safe and secure for all.

Reflect the region's diverse communities and cultures.

Easily accessible low-floor vehicles with multiple doors for quick and easy boarding.

Inclusive safe spaces around stops.

Affordable, easy to use, enjoyable and stimulating.

Environmental responsibility

Zero-emission at the point of use.

An attractive alternative to car travel.

Infrastructure resilient to climate change.

Landscaping to promote biodiversity, improve air quality and overall health.

Sustainable management of surface water.

Better connected

Integrated with local bus services. Bus and Mass Transit will share infrastructure where needed and practicable, while avoiding competition.

Connected to local rail services, yet independently operated. Link to HS2 and Northern Powerhouse Rail.

Cycleways that complement Mass Transit routes.

New and enhanced Park & Ride.

A sense of permanence and ease of use.

Celebrating West Yorkshire

Celebrate our built and natural environment.

Add to, and enhance, our urban spaces and support regeneration.

Respect existing spaces and neighbourhoods, building on their strengths.

Build and retain skills.

Be a symbol of pride for West Yorkshire.



People first

“”

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We aspire for West Yorkshire’s Mass Transit System to be a best-in-class system for accessibility. Championing equality, diversity and inclusion will be at the heart of its development and design.

Mass Transit will be inclusive and accessible to all. Level boarding through multiple doors will mean it can easily be used by those with mobility impairments. It will be fully accessible to people who use a wheelchair and to people with a pram or a buggy. On the vehicle, there will be audible announcements and visual displays that tell passengers which stop is next. As well as being visually attractive, vehicles will be designed to avoid sensory overload.

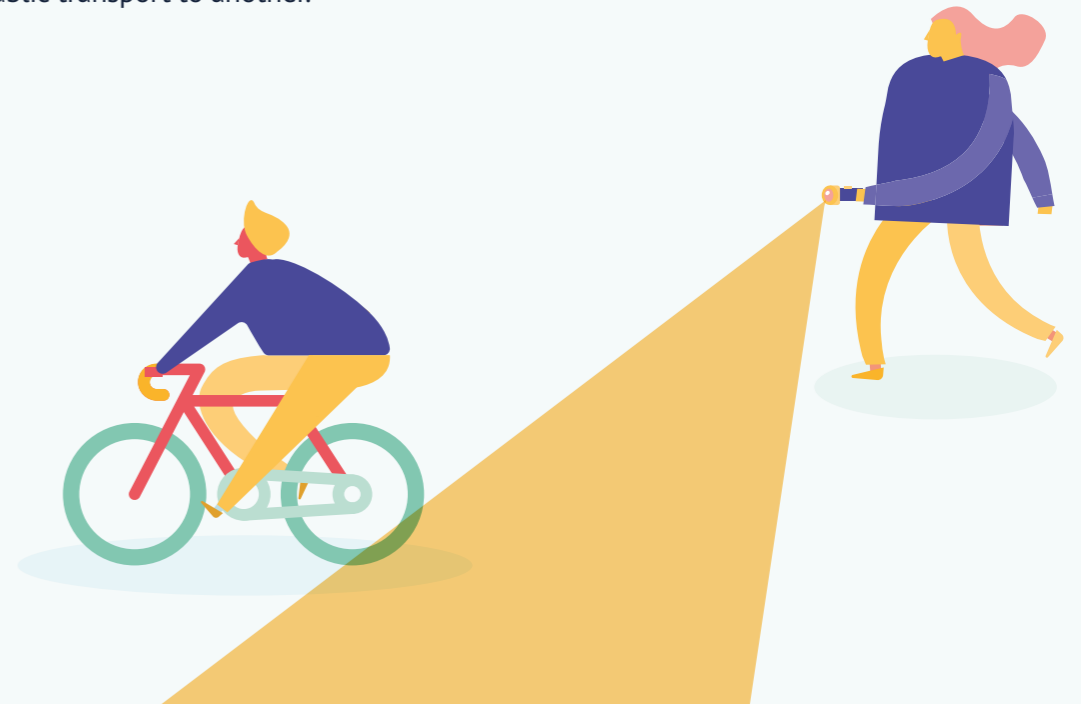
Stops will be visually distinctive while complementing the local built environment. They will have shelters and real time displays. We will look at a wide range of new innovative ways providing real time information. Stops will be integrated with local walking and cycling routes. Some key stops will have dedicated cycle parking and charging facilities for e-bikes and maybe e-scooters too, subject to future legislation.



Mass Transit will be designed to be safe and secure. Ensuring the safety of all users will be at the heart of how Mass Transit is designed and operated. There will be particular consideration of safety for women and girls. Vehicles and stops will be monitored by CCTV, will be well lit and designed to be welcoming for all.

As well as being affordable, ticketing will be straightforward. People will be able to pay electronically or by cash, as they prefer. We want Mass Transit fares and ticketing to be integrated with bus and rail with no undue cost penalty when making a journey that needs a change from one type of public transport to another.

Our network will be designed to serve a wide range of communities acknowledging their unique needs, including those that have previously not benefited from a high capacity, quality public transport options. We will take a collaborative and partnership approach to the development of our ambitious plans, to ensure communities and groups have a strong voice in shaping design of our Mass Transit system.



Environmental responsibility

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Mass Transit is a key part of our pathway to net zero. It will be built to be resilient to climate change, and will provide a high quality sustainable travel alternative to the car.

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A new transport system for a greener, more inclusive and better connected West Yorkshire



To limit the impacts of climate change, we have to reduce carbon emissions. In West Yorkshire, our target is to reach 'net zero' by 2038 and to make substantial progress towards this target by 2030.

Transport is the biggest carbon emitting sector of the West Yorkshire economy. To meet our target, we must reduce transport's carbon emissions, and Mass Transit will play a key role in achieving this.

Mass Transit will be powered by electricity, either from overhead lines or from batteries. We are also considering emerging technologies like hydrogen power. However the system is powered, we are committed to using green renewable sources of power.

Electric cars will help us reach net zero, but we know that alone they are not enough. We all need to travel less by car. As part of an integrated public transport network, Mass Transit will be an attractive, clean and affordable alternative to travelling by car. As well as helping meet our net zero target, this will help improve air quality too.

Mass Transit will be linked to a wider network of cycling and walking infrastructure and other modes of public transport, meaning people will be able to make end to end journeys without needing to use a car.

We are actively investigating how to minimise the life cycle carbon and environmental impacts of building and operating Mass Transit and the materials, technologies and techniques that are used to minimise the impact of its construction.

Mass Transit is a key part of our pathway to net zero. It will be built to be resilient to climate change, and will be designed to help reduce flood risk.

The environment and nature will be integral to our design approach. We will design Mass Transit to support biodiversity, increase urban greening, support nature recovery and help West Yorkshire residents access open spaces.

Learning from industry

24 “” In 2019, we undertook
25 worldwide market testing
of advanced urban transit
technologies.

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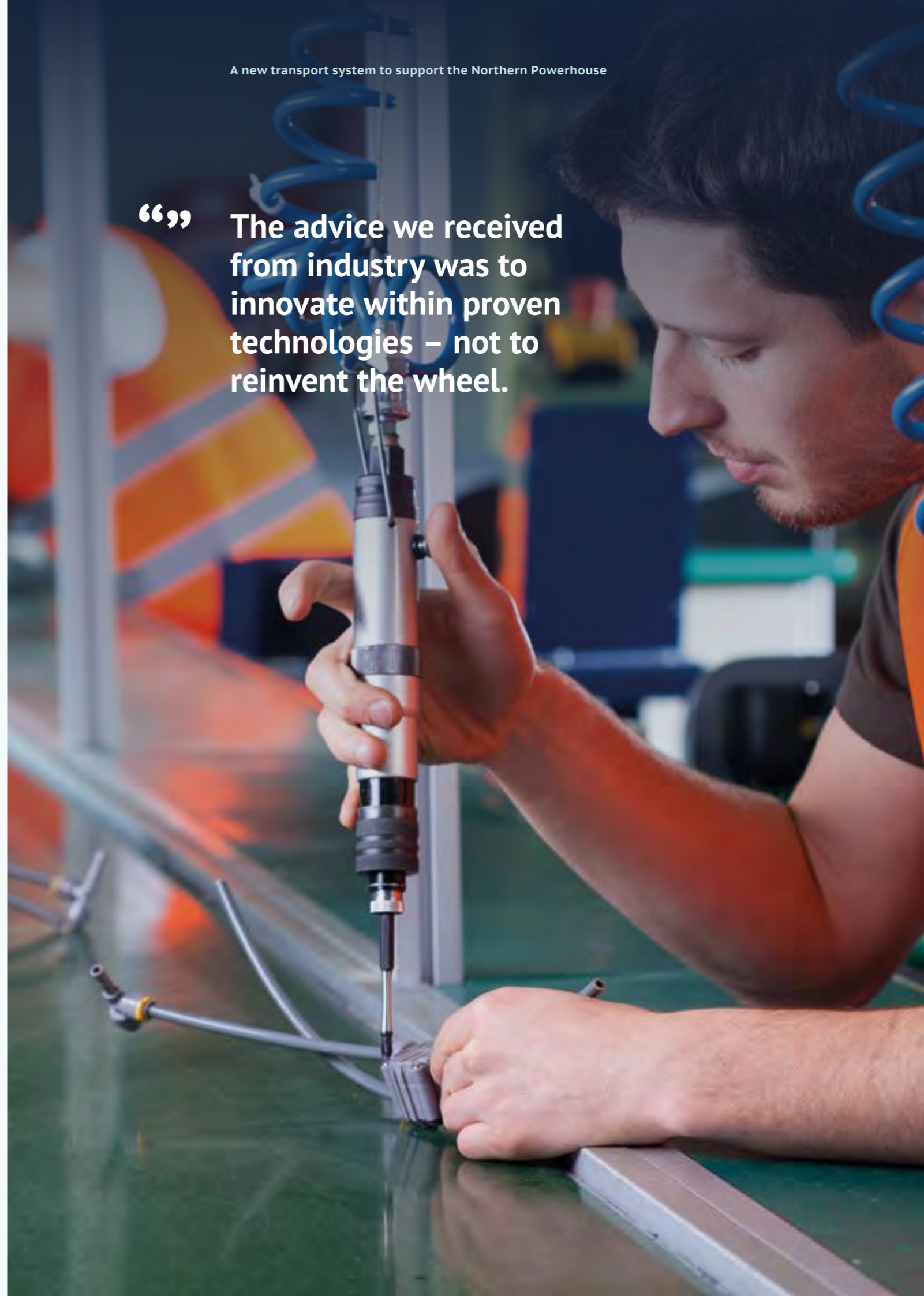
The Advanced Urban Transit Technologies – Worldwide Market Testing report can be found on the West Yorkshire Combined Authority website.

westyorks-ca.gov.uk/mass-transit

What we learned:

- Segregation from general traffic is important for journey reliability.
- Bus, Mass Transit and rail will each be important as part of an integrated transport network – the preference depends on the capacity need and the ambitions of the region.
- Technologies exist for autonomous operations, but only in a fully segregated environment. Mass Transit systems which require interface with car and/or pedestrians will continue to need a driver for safety and passenger assistance reasons.
- Battery technologies are advancing rapidly and it is realistic to plan for systems without overhead wires.
- World-leading cities are investing in modern Mass Transit alongside bus and rail, sometimes with more than one type of Mass Transit technology.

“” The advice we received from industry was to innovate within proven technologies – not to reinvent the wheel.



A blend of Mass Transit technologies, new to West Yorkshire



Belfast Glider, UK, © Albert Bridge



Birmingham Metro, UK, © West Midlands Combined Authority



Mulhouse Tram-Train, France



Artist impression of Coventry Very Light Rail, UK

26
27

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Advanced Bus Rapid Transit



Can run on street with other traffic and on bus-only alignments.



Rubber tyred vehicles.



Low-floor vehicles with multiple double doors for easy level boarding and alighting.



30-50 seats and an overall passenger capacity of around 120 people.



Potential to be battery or hydrogen powered.



Developing technology.



Belfast, Bogotá, Metz, Nantes.

Light Rail/Tram

Can run on street with other traffic and on segregated alignments, which can be integrated with urban realm and green spaces.

Steel wheels on steel rails.

Low-floor vehicles with multiple double doors for easy level boarding and alighting.

50-80 seats and an overall passenger capacity of around 200.

Overhead line but doesn't need to be from end to end if battery or hydrogen powered as well.

Proven technology.

Birmingham, Bordeaux, Dublin, Nice.

Tram-Train



Can run on street with other traffic, on segregated alignments like light rail/tram and on the same tracks as trains.



Steel wheels on steel rails.



Either high-floor to use existing platforms at railway stations, or low-floor serving new platforms. Multiple double doors for easy level boarding and alighting.



50-80 seats and an overall passenger capacity of around 200.



Overhead line but doesn't need to be from end to end if battery or hydrogen powered as well.



Proven technology but interface with rail can make challenging to implement.



Karlsruhe, Mulhouse, Sheffield.

Ultra Light Rail

Can run on street with other traffic and on segregated alignments like light rail/tram.

Steel wheels on steel rails.

Low-floor vehicles with multiple double doors for easy level boarding and alighting.

20-30 seats and can carry up to 70 people in total.

Overhead line but doesn't need to be from end to end if battery or hydrogen powered as well.

Developing technology.

None in the UK. Coventry system is in development.

A skilled local labour force to deliver and operate Mass Transit

28
29



A modern Mass Transit network needs a skilled labour workforce to build and operate it. We need successful employers that provide good quality jobs and which invest in their workforce. This is essential to boosting productivity, increasing social mobility and enabling inclusive growth.

These jobs are in high demand, while the skills are in short supply. This creates a unique opportunity for new skilled jobs. We want as many people as possible from all walks of life across West Yorkshire to benefit from this opportunity. We will partner with and support development of small and medium-sized enterprises (SMEs) and other local businesses, ensuring they have skills and expertise required to participate in our supply chain.

Building and then operating Mass Transit can help us achieve our skills and employment goals by:

- Supporting innovation and productivity through higher-level skills.
- Working with industry to provide training and technical education, including re-training.
- Creating a culture of investment in workforce skills and supporting career progression.
- Providing an opportunity for a local world-class training capability.



How Mass Transit can support business growth

“” Mass Transit is more than a transport project.

Mass Transit can help attract inward investment and business growth. Providing fast, reliable and attractive public transport links between where people live and where there are jobs can help increase the job opportunities available to people looking for work. For businesses, it can help them get the right person into the right job. It also makes businesses more accessible to customers.



Further ways businesses can benefit from a Mass Transit scheme include:

- Giving business more confidence to invest in an area.
- Kick-starting development and regeneration of undeveloped or long-vacant sites.
- Supporting population growth in areas previously in decline.
- Making transport stops places that are attractive to locating a business.
- Helping give an area a buzz.

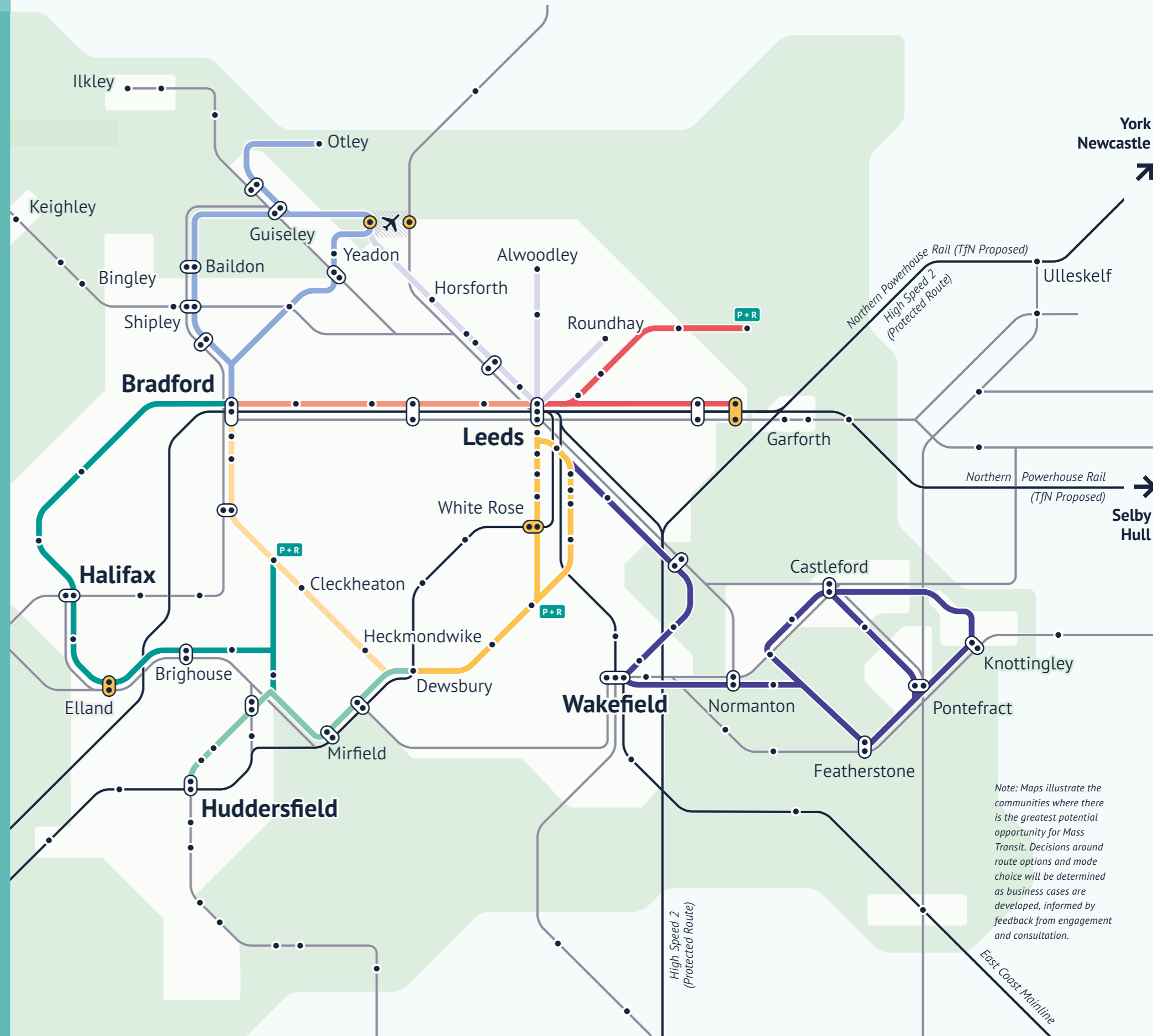
Our 2040 West Yorkshire Mass Transit vision

We set out in the following pages a summary of the case for Mass Transit in each of the following parts of West Yorkshire

- East Leeds p.32
- Bradford – Leeds p.34
- South Leeds – Dewsbury p.36
- Bradford – Dewsbury p.38
- Huddersfield – Dewsbury p.40
- Bradford – Halifax p.42
- Wakefield and Five Towns p.44
- Bradford and North West Leeds p.46
- North Leeds p.48
- Leeds city centre p.50

As well as taking feedback on the draft vision into consideration, there has been further consideration of engineering feasibility.

- Opportunity for Mass Transit
- Opportunity for Local Rail
- Potential Mass Transit interchange
- Long distance rail
- Local rail
- P+R New rail station & interchange
- P+R Mass Transit Park & Ride



Note: Maps illustrate the communities where there is the greatest potential opportunity for Mass Transit. Decisions around route options and mode choice will be determined as business cases are developed, informed by feedback from engagement and consultation.

30
31

112

East Leeds

- City, Town, Suburban area, Village, other
- Priority areas for economic support
- Spatial priority area
- Environmental resilience
- Employment growth
- Housing growth



161,600

people live in East Leeds

52%

live within 20% most deprived communities in England

9%

use public transport to get to work

41%

of households don't have access to a car or van

32
33

113



East Leeds is a rich patchwork of well-populated areas and diverse communities including priority areas for economic support and regeneration.

Harehills is an older area of the city with large amounts of high occupancy terraced housing, resulting in one of the densest populations in West Yorkshire. St James's University Hospital is close to Harehills and is one of the largest hospitals in the North. Nearby, Seacroft and Cross Green are priority areas for economic support and regeneration.

The area is primed for further residential growth, with new communities at Manston Lane and in the East Leeds Extension. The area is a key employment zone with hubs at

Seacroft, Cross Gates and Thorpe Park and the Aire Valley Enterprise Zone. Thorpe Park alone will support 7,000 houses and 19,000 jobs. The area is a key employment zone with hubs at Seacroft, Cross Gates and Thorpe Park supporting retail and commercial jobs, and the Aire Valley Enterprise Zone.

Local communities generate a lot of local travel and key arterial routes into central Leeds from North Yorkshire and beyond pass through East Leeds. High levels of car traffic lead to congestion and pollution. East Leeds has some of the highest bus use in Leeds, but services are delayed by congestion. Trains from Cross Gates into Leeds are often overcrowded during rush hour.

A new transport system for a greener, more inclusive and better connected West Yorkshire



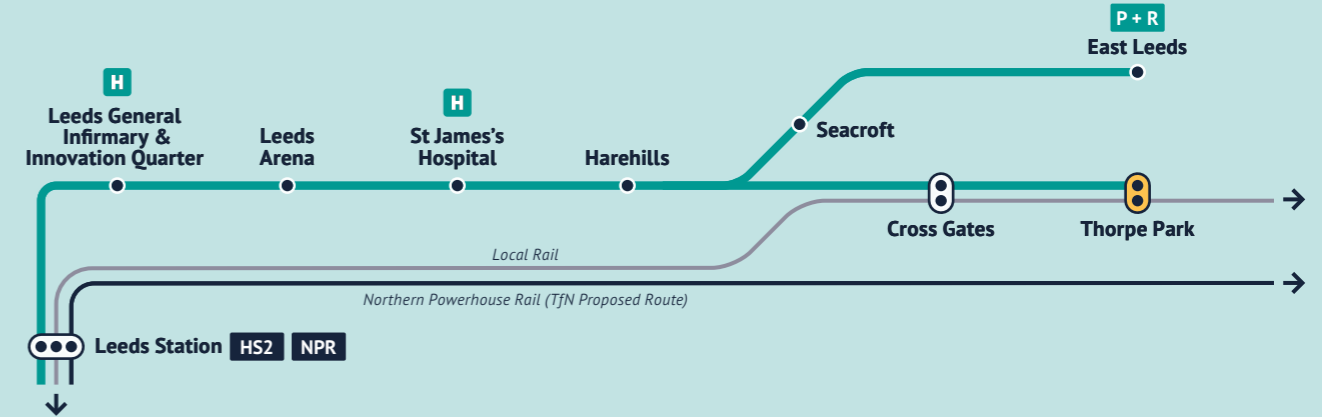
Connect new & existing housing in East Leeds to the city centre.



Provide new public transport opportunity to communities in need of economic support.



Park & Ride for longer distance trips and interchange with rail at Thorpe Park.



Note: HS2 subject to further study

Potential Places to connect by Mass Transit

- Opportunity for Mass Transit
- Railway
- NPR Northern Powerhouse Rail (TfN Proposed)
- New rail station & interchange

Bus	Advanced Bus Rapid Transit	Light Rail / Tram	Ultra Light Rail	Tram-Train	Train
Shortlisted	Shortlisted	Shortlisted	Parked	Parked	Parked

Leading technology

With the capacity it can offer, and the opportunity to integrate into regenerated communities and new developments, **Light Rail/Tram** is the leading option.

Shortlisted technology will be considered

Parked technology unlikely to be appropriate but will be re-assessed through later development stages

Mass Transit will provide fast, high capacity connectivity, linking areas of economic need, new employment sites, areas of new housing. It would improve links to St James's Hospital.

With priority over traffic, Mass Transit would be an attractive alternative to car travel, including Park and Ride for longer distance trips from North Yorkshire and York heading to Leeds city centre.

Railway stations at Cross Gates, Garforth and East Garforth offer services to Leeds city centre. The new railway station at Thorpe Park would provide access to the local employment growth area, and interchange with Mass Transit.

Buses would continue to be important for East Leeds with routes recast to feed and integrate with Mass Transit.

New connections to the cycle superhighway route on A64 would provide a safe protected space. Local cycle connections would enable cycling to be a convenient option to access Mass Transit services.

Bradford – Leeds

- City, Town, Suburban area, Village, other
- Priority areas for economic support
- Spatial priority area
- Environmental resilience
- Employment growth
- Housing growth



213,800 people live between Leeds and Bradford

58% live within 20% most deprived communities in England

8% use public transport to get to work

42% of households don't have access to a car or van

114



Leeds and Bradford city centres are the largest centres of employment in West Yorkshire. The eight miles between the city centres are almost entirely built-up with a dense, high population.

Armley and Wortley close to Leeds city centre and Laisterdyke close to Bradford city centre are priority areas for economic support and regeneration. The communities in the corridor have a number of employment sites including at Stanningley.

Bradford's Southern Gateway is a major new development area earmarked as a site for a Northern Powerhouse Rail station, as well as new housing, employment and health infrastructure opportunities.

New housing and employment growth is planned elsewhere: a large urban extension planned at Holme Wood, and at many smaller sites between the two city centres. There will be new employment opportunities as Leeds city centre grows to the south and west.

The corridor is served by the longer distance Calder Valley railway line, which experiences overcrowding. The Bradford ring road (A6177) and Leeds ring road (A6120) both pass through the area. There is congestion at key junctions such as Dawson's Corner.

Bus services connect the city centres and the communities between, but are delayed by congestion.

A new transport system for a greener, more inclusive and better connected West Yorkshire



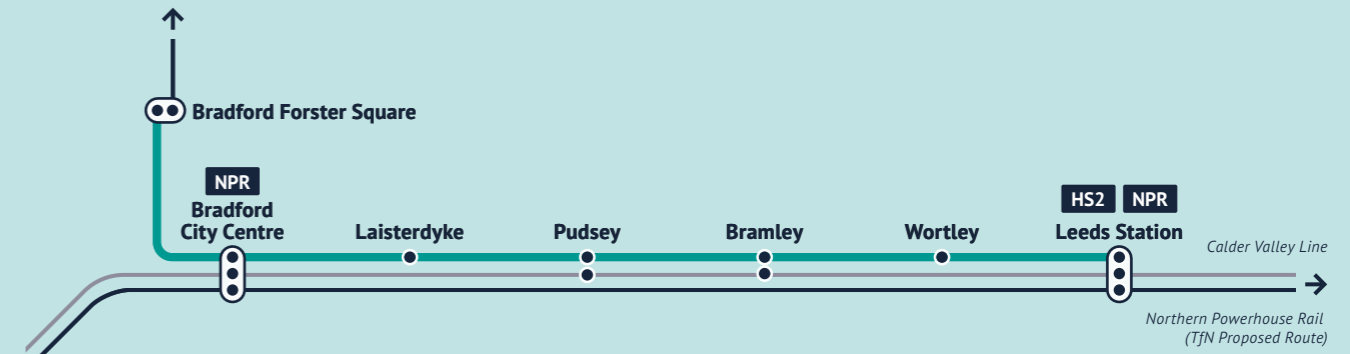
Better connect communities between Leeds and Bradford to employment, health, education, entertainment and retail opportunities.



Additional public transport capacity to serve growing population and employment.



Connect the Bradford Southern Gateway City Centre extension to employment growth areas.



Note: HS2 subject to further study

Potential Places to connect by Mass Transit

● Opportunity for Mass Transit — Railway ■ NPR Northern Powerhouse Rail (TfN Proposed)

Bus	Advanced Bus Rapid Transit	Light Rail / Tram	Ultra Light Rail	Tram-Train	Train
Shortlisted	Shortlisted	Shortlisted	Parked	Shortlisted	Shortlisted

Leading technology

With the capacity it can offer, and the opportunity to integrate into regenerated communities and new developments, **Light Rail/Tram** is the leading option.

Shortlisted technology will be considered

Parked technology unlikely to be appropriate but will be re-assessed through later development stages

Mass Transit would provide frequent, high-capacity local connections between communities within the corridor, and the proposed Bradford Northern Powerhouse Rail (NPR) and Leeds NPR/HS2 stations. Mass Transit would link the areas of high demand and economic need with new employment and housing sites.

Transport for the North's NPR proposal would deliver the fast city centre to city centre connectivity, with journey times less than 10 minutes. Via the city centre, Mass Transit would connect the Bradford NPR station to Forster Square station. The Calder Valley line would serve longer distance journeys to Halifax, Hebden Bridge and beyond.

Buses would continue to be important for the communities in the corridor, with services recast to feed and integrate with Mass Transit

Further investment in facilities for cyclists would build on the success of the Leeds-Bradford Cycle Superhighway. Local cycle connections would enable cycling to be a convenient option to access Mass Transit services.

South Leeds – Dewsbury

- City, Town, Suburban area, Village, other
- Priority areas for economic support
- Spatial priority area
- Environmental resilience
- Employment growth
- Housing growth



The area between Leeds and Dewsbury includes the towns of Batley, Morley and Tingley, as well as suburbs of Leeds such as Beeston, Hunslet and Middleton.

Dewsbury is a historic market town with a rich industrial past. Many of the communities between Leeds and Dewsbury are in need of economic support and regeneration. These include Hunslet, Beeston, Belle Isle and Batley, as well as parts of Dewsbury.

The M62 and M621 both cut through and sever the area. Leeds South Bank, including the HS2 station, is a Spatial Priority Area. South of the M62, North Kirklees is a Spatial Priority Area with housing and employment growth planned. Opportunities for employment and housing growth also include Tingley, Morley and Middleton.

There are high numbers of car trips, particularly from the M62 and M621 into Leeds and Dewsbury. Bus is the main public transport mode for local trips, with the trans-Pennine rail route providing fast connectivity from Dewsbury to Leeds. As a result of the congestion, the corridor has slow and unreliable bus journeys. While there are buses that run from Leeds to Dewsbury, the bus network in the Leeds suburbs is focused on the city centre. There are local routes centred on Dewsbury.

- 220,400** people live between Leeds and Dewsbury
- 7%** of journey to work by public transport
- 46%** live within 20% most deprived communities in England
- 35%** of households don't have access to a car or van



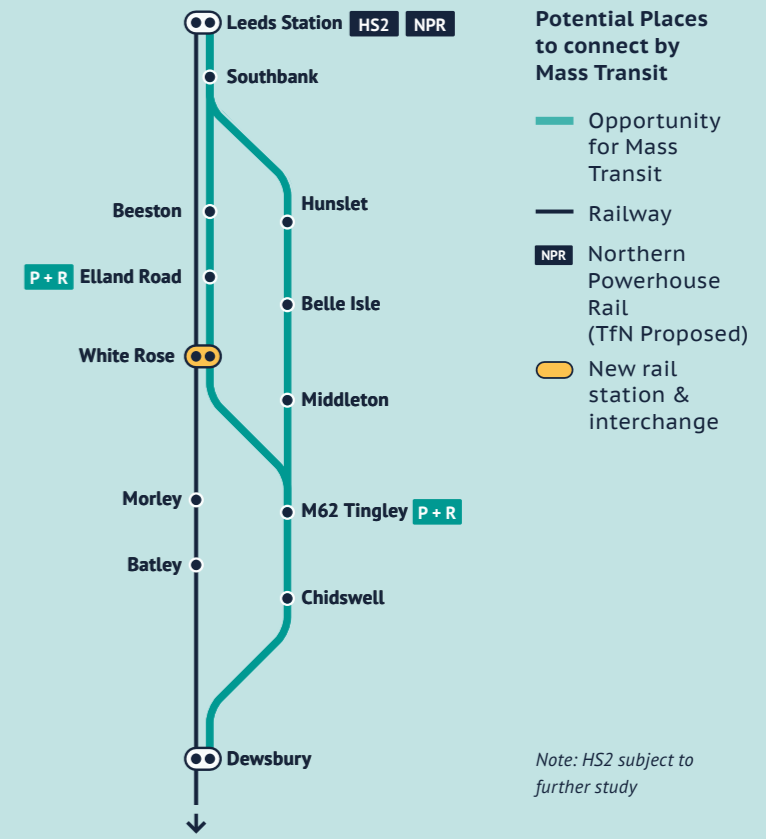
Connect new housing in South Leeds and North Kirklees to employment centres in Leeds and Dewsbury.



Provide faster and more reliable local public transport.



Park & Ride on the M62 at Tingley, to cater for longer distance trips to Leeds.



Note: HS2 subject to further study

Bus	Advanced Bus Rapid Transit	Light Rail / Tram	Ultra Light Rail	Tram-Train	Train
Shortlisted	Shortlisted	Shortlisted	Parked	Parked	Parked

Leading technology

With the capacity it can offer, and the opportunity to integrate into regenerated communities and new developments, **Light Rail/Tram** is the leading option.

Shortlisted technology will be considered

Parked technology unlikely to be appropriate but will be re-assessed through later development stages

Rail will be the quickest way to travel between Dewsbury and Leeds city centre. Railway stations at Batley and Morley offer services to Leeds city centre and to Dewsbury. A new railway station at White Rose would provide access to the local employment growth area, and interchange with Mass Transit.

Mass Transit would provide fast, high capacity local connectivity, linking areas of high travel demand, economic need, new employment sites, and new housing. Park and Ride at the M62 Tingley junction to Leeds city centre will cater for trips from the motorway network.

Buses would continue to be important for South Leeds and for Dewsbury, supported by the bus priorities being introduced. Routes would be recast to feed and integrate with Mass Transit.

Local cycle connections would enable cycling to be a convenient option to access Mass Transit services.

With priority over traffic, Mass Transit would be an attractive alternative to car travel and could supplement and enhance existing park and ride provision.

Bradford – Dewsbury

- City, Town, Suburban area, Village, other
- Priority areas for economic support
- Spatial priority area
- Environmental resilience
- Employment growth
- Housing growth



As well as the suburbs of Dewsbury and Bradford, the corridor includes the towns of Cleckheaton, Gomersal and Birstall.

Much of South East Bradford and communities such as West Bowling, East Bierley and Holme Wood are in need of economic support and regeneration. Bradford city centre is an important centre of employment, as well as cultural, leisure and other services. Dewsbury is a centre of employment, as are the intermediate towns.

This corridor includes a number of growth areas including M606, Holme Wood, Dewsbury Riverside and North Kirklees Growth Zone.

The area is divided by the M62. Arterial routes serving Bradford city centre experience high levels of congestion, as do other routes throughout the area. While rail routes pass through the area, they do not cater for movements within it. There are bus services throughout the area, but only the Bradford suburbs have a high frequency. Dewsbury and Bradford offer bus rail interchanges.

220,900

people live between Bradford and Dewsbury

5%

of journey to work by public transport

50%

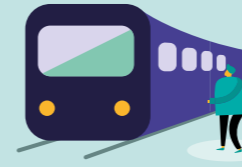
live within 20% most deprived communities in England

33%

of households don't have access to a car or van



Support redevelopment and regeneration in Bradford Southern Gateway to the North Kirklees Growth Zone.



Enhance public transport between Leeds and Cleckheaton/Heckmondwike.



Provide a Park & Ride on the M62 at Chain Bar junction, for longer distance trips. Better connections to Bradford and Dewsbury.



Bus	Advanced Bus Rapid Transit	Light Rail / Tram	Ultra Light Rail	Tram-Train	Train
Shortlisted	Shortlisted	Parked	Shortlisted	Parked	Parked

Leading technology
Choice of technology would need to consider likely demand, revenue and benefits, as well as the implementation costs

Shortlisted technology will be considered
Parked technology unlikely to be appropriate but will be re-assessed through later development stages

Mass Transit would provide fast, high capacity connectivity, linking areas of economic need, new employment sites, and areas of new housing. The Park and Ride sites on the M62 at Chain Bar and at Odsal Top would provide onward connections to Bradford, Dewsbury and Leeds.

Rail would provide fast connectivity to Leeds and Manchester. Mass Transit would interchange with rail and Northern Powerhouse Rail in Bradford with enhanced trans-Pennine rail services at Dewsbury, and link the two Bradford stations.

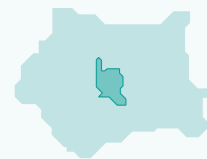
Buses would continue to be important through the corridor. Routes would be recast to feed and integrate with Mass Transit.

Local cycle connections would enable cycling to be a convenient option to access Mass Transit services. Greenways and walkways would provide additional pedestrian access. Mass Transit will not lead to a reduction in the provision for cyclists.

With priority over traffic, Mass Transit would be an attractive alternative to car travel.

38
39

116



Huddersfield – Dewsbury

- City, Town, Suburban area, Village, other
- Priority areas for economic support
- Spatial priority area
- Environmental resilience
- Employment growth
- Housing growth



166,600

people live between Huddersfield and Dewsbury

44%

live within 20% most deprived communities in England

Deighton & Fartown are in the top 10% deprived areas for education in England

33%

of households don't have access to a car or van

40
41

117



Midway between Leeds and Manchester, Huddersfield is the biggest town in Kirklees. Dewsbury is a historic market town with a rich industrial past. This corridor covers the densely-populated urban valleys, bounded by steep hills. Average household income in the corridor is lower than both national and regional averages.

People in communities within the corridor, including in Deighton, Fartown and Elland, have low employment and skills prospects, low household income, and low car ownership. Several are within the top 10% of most deprived communities in the country. Many job opportunities rely on car access and are poorly served by other transport options.

Housing growth is focused around Bradley, Mirfield and Huddersfield. There are also development sites at Brighouse, and Dewsbury Riverside. Key employment sites include Elland, Clifton Enterprise Zone and Cooper Bridge.

Huddersfield is a major destination. There are high levels of peak-time traffic and congestion on the M62 and roads in and out of Huddersfield, including the A640, A629, A641, A62 and A616. The railway stations of Deighton, Mirfield and Ravensthorpe provide connectivity to Dewsbury and Huddersfield. Bus services are slow and unreliable and are focused on Huddersfield and Dewsbury town centres.



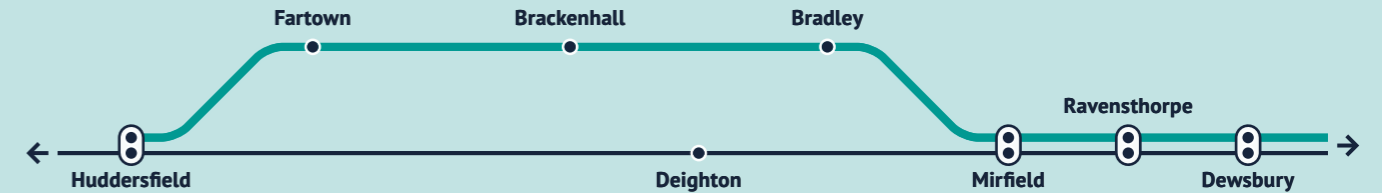
Support redevelopment and regeneration in Bradley, Cooper Bridge and Dewsbury Riverside.



Enhance public transport between and Dewsbury.



Integrate and complement the Trans Pennine Route upgrade programme.



Potential Places to connect by Mass Transit

- Opportunity for Mass Transit
- Railway
- NPR Northern Powerhouse Rail (TfN Proposed)
- New rail station & interchange

Bus	Advanced Bus Rapid Transit	Light Rail / Tram	Ultra Light Rail	Tram-Train	Train
Shortlisted	Shortlisted	Parked	Shortlisted	Parked	Shortlisted

Leading technology

Choice of technology would need to consider likely demand, revenue and benefits, as well as the implementation costs.

Shortlisted technology will be considered

Parked technology unlikely to be appropriate but will be re-assessed through later development stages

Rail would be the quickest way to travel between Huddersfield and Dewsbury and beyond through the Transpennine Route Upgrade.

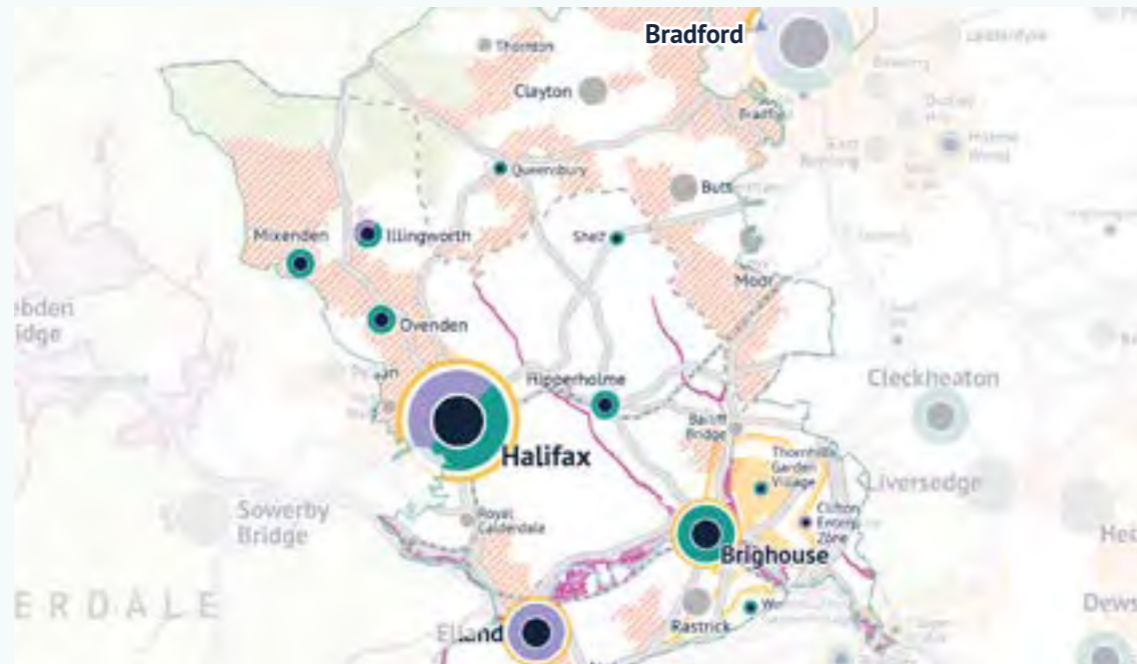
Mass Transit would provide fast, high-capacity connectivity, linking areas of economic need to employment opportunities and areas of new housing.

Buses would continue to be important through the corridor. Routes would be recast to feed and integrate with Mass Transit.

Local cycle connections would enable cycling to be a convenient option to access Mass Transit services.

Bradford – Halifax

- City, Town, Suburban area, Village, other
- Priority areas for economic support
- Spatial priority area
- Environmental resilience
- Employment growth
- Housing growth



226,000 people live between Bradford and Halifax

45% live within 20% most deprived communities in England

Ovenden, Mixenden, Park Ward and South Bradford are in the top 10% most deprived areas for education in England.

30% of households don't have access to a car or van

As well as the western suburbs of Bradford, this corridor includes Halifax, Elland and Brighouse. Densely populated urban areas are concentrated in valleys, bound by steep hills.

Household income in the corridor is lower than both national and regional averages and just over half of the population is employed. Ovenden, Mixenden and Park Ward have low employment and skills prospects, low household incomes and car ownership. They are within the top 10% of the most deprived communities in the country. Many job opportunities rely on car access.

Housing development is planned in west Bradford. There are employment growth areas in Halifax, Elland, Clifton Enterprise Zone and Brighouse. There is traffic congestion, particularly on the M62 and at Stump Cross and Hipperholme crossroads. The A641, A629 and A58 are also congested. Traffic levels and congestion contribute to poor air quality.

Rail services link Halifax to Bradford and Huddersfield, and Brighouse to Dewsbury/Leeds. Focused on north-south routes on the A629 and A641 and east-west on the B6145, local bus services are slow and unreliable.

A new transport system for a greener, more inclusive and better connected West Yorkshire



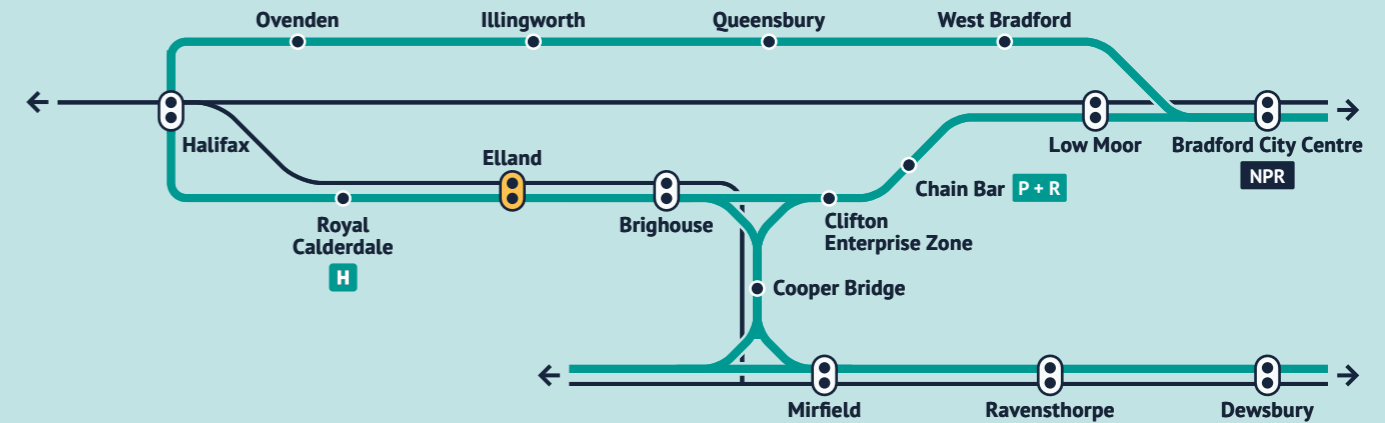
Enhance connectivity of North Halifax and West Bradford.



Connect housing and employment growth areas in Elland, Brighouse and the Royal Calderdale Hospital to Bradford and Halifax.



Park & Ride on the M62 at Chain Bar, for longer distance trips, better connections to Bradford and Dewsbury.



Potential Places to connect by Mass Transit

- Opportunity for Mass Transit
- Railway
- NPR Northern Powerhouse Rail (TfN Proposed)
- New rail station & interchange

Bus	Advanced Bus Rapid Transit	Light Rail / Tram	Ultra Light Rail	Tram-Train	Train
Shortlisted	Shortlisted	Parked	Shortlisted	Shortlisted	Parked

Leading technology

Choice of technology would need to consider likely demand, revenue and benefits, as well as the implementation costs.

Shortlisted technology will be considered

Parked technology unlikely to be appropriate but will be re-assessed through later development stages

Mass Transit would link existing employment, regeneration and development sites and major hospitals to the new and existing housing areas. It would provide an alternative to the car to the communities within the corridor.

Rail would provide connectivity between Halifax, Bradford, Dewsbury and Leeds. Mass Transit would interchange with rail and Northern Powerhouse Rail in Bradford, and with the Calder Valley railway line at Low Moor, Halifax and at a new Elland railway station.

Buses would continue to be important through the corridor. Routes would

be recast to feed and integrate with Mass Transit.

Local and strategic cycle connections and routes such as the Great Northern Railway Trail would enable cycling to be a convenient option to access Mass Transit services. Greenways and walkways would provide additional pedestrian access. Options will be considered for Mass Transit to use the disused Queensbury railway tunnel, although the initial priority is that it is retained and becomes a walking and cycling route.

Wakefield and Five Towns

- City, Town, Suburban area, Village, other
- Priority areas for economic support
- Spatial priority area
- Environmental resilience
- Employment growth
- Housing growth



210,100

people live between Leeds, Wakefield and the Five Towns

42%

live within 20% most deprived communities in England

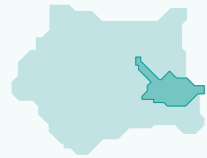
6%

of journey to work by public transport

31%

of households don't have access to a car or van

44
45
119



South of Leeds towards Wakefield are Hunslet, Belle Isle, Cross Green, Rothwell and Woodlesford, each high density residential employment areas, separated by open space.

The city of Wakefield is an important commercial centre. The Five Towns – Pontefract, Castleford, Normanton, Knottingley and Featherstone – each have their own distinct identity. Throughout the area are communities with limited public transport access which are prioritised for economic support.

Employment growth is focused around Cross Green, Leeds Valley Park and the M62 corridor. Eastmoor (City Fields) in Wakefield is earmarked for new housing, as are Castleford,

Knottingley and Featherstone and a number of sites located along the M62 corridor.

Road congestion is a problem in south Leeds and north of Wakefield and, around M62 Junction 31, and Castleford and Pontefract town centres. Air quality is a problem, with Air Quality Management Areas along the M62, as well as at Pontefract and Castleford town centres.

Wakefield has regular rail services from Westgate and Kirkgate stations, but while the Five Towns are linked to Leeds by rail, services are relatively slow and infrequent. As well as linking the Five Towns, bus routes link the area to Leeds and Wakefield city centres.

A new transport system for a greener, more inclusive and better connected West Yorkshire

Potential Places to connect by Mass Transit

- Opportunity for Mass Transit
- New rail station & interchange
- Railway
- Local rail
- Bus routes
- Cycle routes



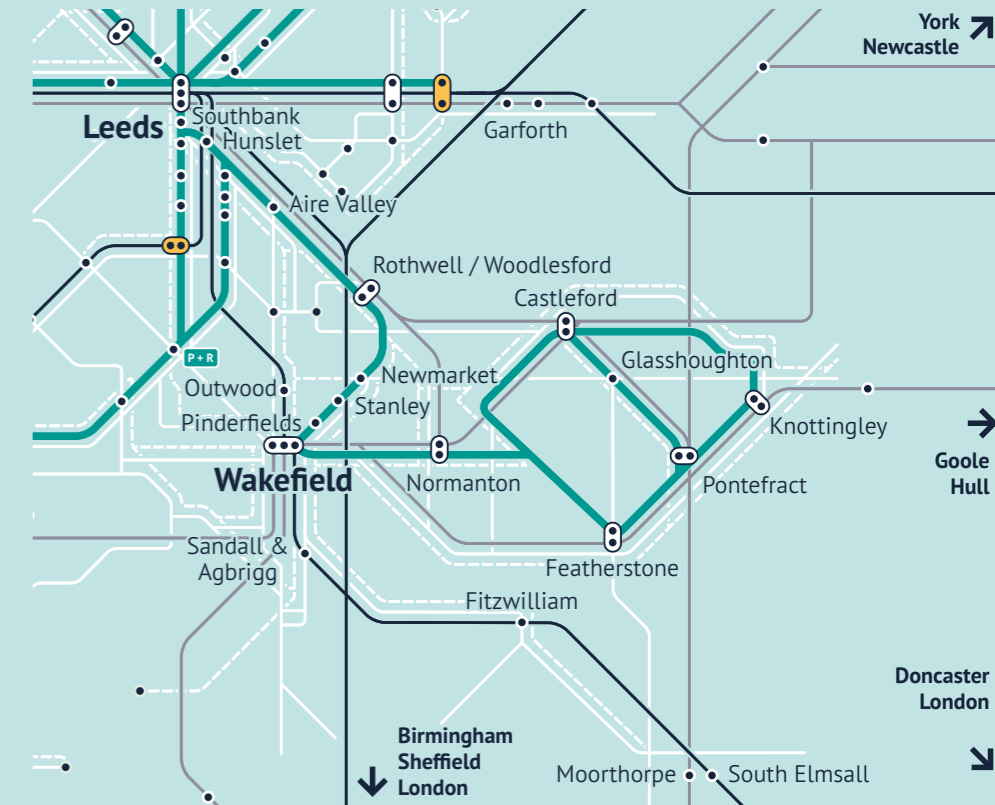
Better public transport links within and between the Five Towns, to Leeds and Wakefield, better connecting housing and employment sites.



Support development of new housing and new employment sites.



Potential to serve Pinderfields Hospital.



Bus	Advanced Bus Rapid Transit	Light Rail / Tram	Ultra Light Rail	Tram-Train	Train
Shortlisted	Shortlisted	Parked	Shortlisted	Parked	Shortlisted

Leading technology

Choice of technology would need to consider likely demand, revenue and benefits, as well as the implementation costs, and future role of rail.

Shortlisted technology will be considered

Parked technology unlikely to be appropriate but will be re-assessed through later development stages

Coupled with significant investment in the local rail network between Castleford and Leeds, Mass Transit can connect Five Towns together and into the employment and housing growth areas in Wakefield on the higher demand corridors which are currently dominated by car travel.

Rail would continue to be the quickest way to travel between Leeds, Wakefield and East/South Yorkshire. Seamless interchange between rail and Mass Transit will be essential in Wakefield and within the Five Towns railway stations.

Buses would continue to play a key role across the district. Routes would be recast to feed and integrate with Mass Transit and would be developed to enhance bus

services, particularly around the South East Wakefield, with new provision for cross border bus services.

Local cycle connections would enable cycling to be a convenient option to access Mass Transit services.

With priority over traffic, Mass Transit integrated with Rail, Bus and cycling networks, would be an attractive alternative to car travel.

Bradford and North West Leeds

- City, Town, Suburban area, Village, other
- Priority areas for economic support
- Spatial priority area
- Environmental resilience
- Employment growth
- Housing growth



193,500

people live in this area

27%

live within 20% most deprived communities in England

Bradford & Shipley are in the top 10% most deprived areas for education in England

24%

of households don't have access to a car or van

The northern suburbs of Bradford, Shipley and the Saltaire World Heritage site, Yeadon, Guiseley, Menston and Otley, and Leeds Bradford Airport are all part of the corridor.

While some communities in the north of the corridor are relatively affluent, many in the northern suburbs of Bradford, such as Manningham, Greengates and Shipley need support to thrive and regenerate. They have low employment and skills prospects, low household income and low car ownership.

Leeds Bradford Airport is a centre of employment growth, and a major economic hub. The Shipley Canal corridor, Baildon, Menston and Otley are earmarked for growth.

Employment and housing development is proposed at Apperley Bridge and Esholt. Housing developments are also proposed in Otley, Horsforth, Guiseley and Shipley.

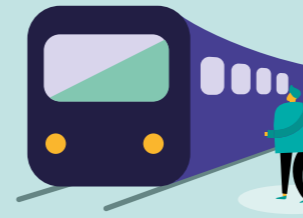
While communities are characterised by low car ownership, there are high levels of congestion on arterial roads to Bradford city centre (such as A650 which also provides access to Manningham and Shipley), on the A65 and in local centres such as Otley. High frequency bus routes link northern Bradford to the city centre. Otley and Menston are also linked by bus to Leeds. The area is served by local rail, with connections to Bradford and Leeds city centres.



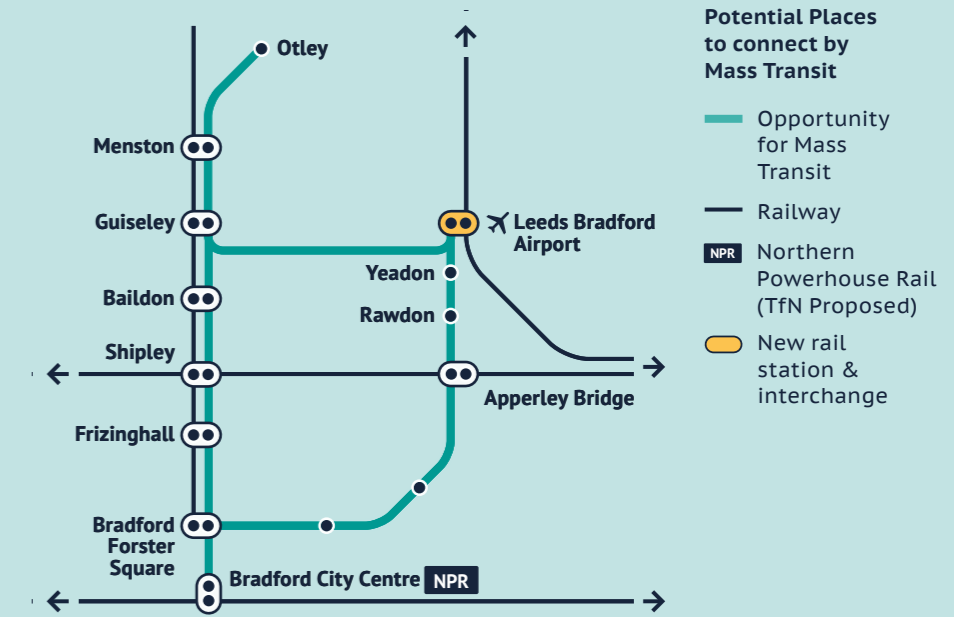
Be a fixed link between Bradford and the Airport.



Link to labour markets in Manningham, Idle and Eccleshill and support redevelopment and regeneration, in Bradford, Otley and the Airport.



Link Bradford railway stations to provide seamless and integrated cross-city public transport to Northern Powerhouse Rail.



Bus	Advanced Bus Rapid Transit	Light Rail / Tram	Ultra Light Rail	Tram-Train	Train
Shortlisted	Shortlisted	Parked	Parked	Shortlisted	Shortlisted

Leading technology
With the capacity it can offer, and the opportunity to integrate into regenerated communities and new developments, **Light Rail/Tram** is the leading option for north of Bradford. For the eastern option, topography means **Advanced Bus Rapid Transit** appears more appropriate.

Shortlisted
technology will be considered

Parked
technology unlikely to be appropriate but will be re-assessed through later development stages

Local rail will continue to be important, linking the Aire Valley with Bradford and Leeds city centres. It would link Bradford railway stations with Mass Transit, wider rail services and potentially Northern Powerhouse Rail. There is potential to reinstate the railway between Menston and Otley.

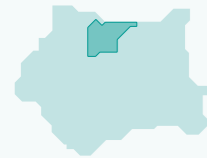
Mass Transit can provide fast, high capacity connectivity, linking areas of economic need to employment opportunities and to areas of new housing. There is the potential to improve links from Bradford and Otley to the Airport. With priority over traffic, Mass Transit would be an attractive alternative to car travel.

Buses would continue to be important through the corridor. Routes would be recast to feed and integrate with Mass Transit.

Local cycle connections would enable cycling to be a convenient option to access Mass Transit services. Greenways and walkways would provide additional pedestrian access.

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North Leeds

- City, Town, Suburban area, Village, other
- Priority areas for economic support
- Spatial priority area
- Environmental resilience
- Employment growth
- Housing growth

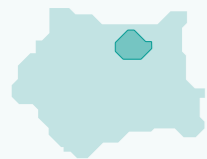


192,600 people live in North Leeds

23% live within 20% most deprived communities in England

9% of journey to work by public transport

31% of households don't have access to a car or van



Mainly residential, North Leeds is an area of contrasts. It includes thriving areas such as Headingley and Chapel Allerton and suburbs such as Roundhay and Alwoodley, as well as Chapeltown, Holt Park and Kirkstall, which are priority areas for economic support and regeneration.

It includes the campuses of the University of Leeds and Leeds Beckett University. Inner city areas such as Kirkstall, Hyde Park and Chapeltown are dominated by high-density, low-income housing.

Employment growth is focused on the City Centre with commercial/financial services and the Innovation Quarter housing the universities.

To the west of the area, there are development sites in Horsforth, Kirkstall and the Airport.

The Ring Road (A6120) and radial routes including the A61, A660 and A65 are congested. The area is served by high frequency bus routes. At peak time, bus and rail services are overcrowded.

Rail in the area is restricted to only a few communities, with a fast but relatively low-capacity link, which is overcrowded at peak times. The main radial routes along the A65, A660 and A61 connect to communities north of the city such as Otley and Pool. Frequently congested, bus journey times on these roads are slow and unreliable.



Improved links to the hospitals, universities, the Airport, and employment.



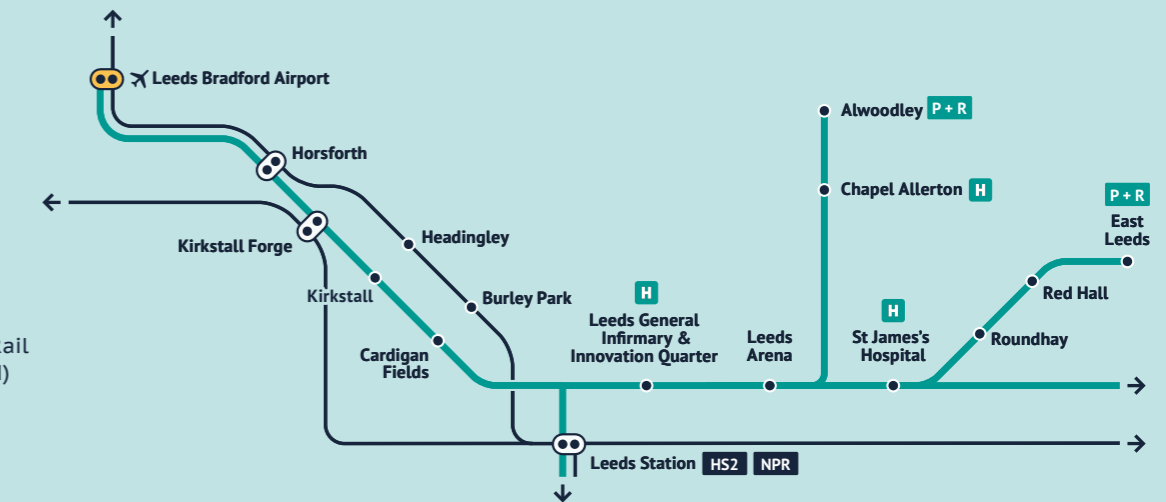
Better public transport links and greater capacity to the jobs and services in central Leeds, Leeds City Station, HS2 and Northern Powerhouse Rail.



Provide attractive high quality and reliable sustainable transport connections, reducing reliance on cars.

Potential Places to connect by Mass Transit

- Opportunity for Mass Transit
- Railway
- NPR Northern Powerhouse Rail (TfN Proposed)
- New rail station & interchange



Bus	Advanced Bus Rapid Transit	Light Rail / Tram	Ultra Light Rail	Tram-Train	Train
Shortlisted	Shortlisted	Shortlisted	Parked	Shortlisted	Parked

Leading technology

With the capacity it can offer, and the opportunity to integrate into regenerated communities and new developments, **Light Rail/Tram** is the leading option.

Shortlisted technology will be considered

Parked technology unlikely to be appropriate but will be re-assessed through later development stages

Mass Transit would provide fast, attractive, reliable and high capacity connections to the city centre, the Innovation District and Leeds General Infirmary. There are opportunities for Park & Ride, at Alwoodley for example.

It would provide interchange in Leeds with HS2 and Northern Powerhouse Rail, as well as existing rail services. Bus services would be recast to feed and complement Mass Transit. It would be integrated with local cycling and walking networks.

For most communities in North Leeds bus is the only available form of public transport. Bus is at the heart of our plans.

Post Covid-19, bus networks will need be revitalised, potentially with additional infrastructure to reduce bus journey times and improve journey reliability. With priority over traffic, Mass Transit would be an attractive alternative to car travel.

The immediate priority to improve access to the Airport is a new Airport Parkway railway station, which is currently in development. In time there may be the opportunity for extension of Mass Transit to the Airport.

● Town and City Centres



Connect communities to inter-city and longer distance rail services



Increase transit capacity to get workers and visitors into town and city centres



Connect the hospitals, colleges and universities to transit hubs

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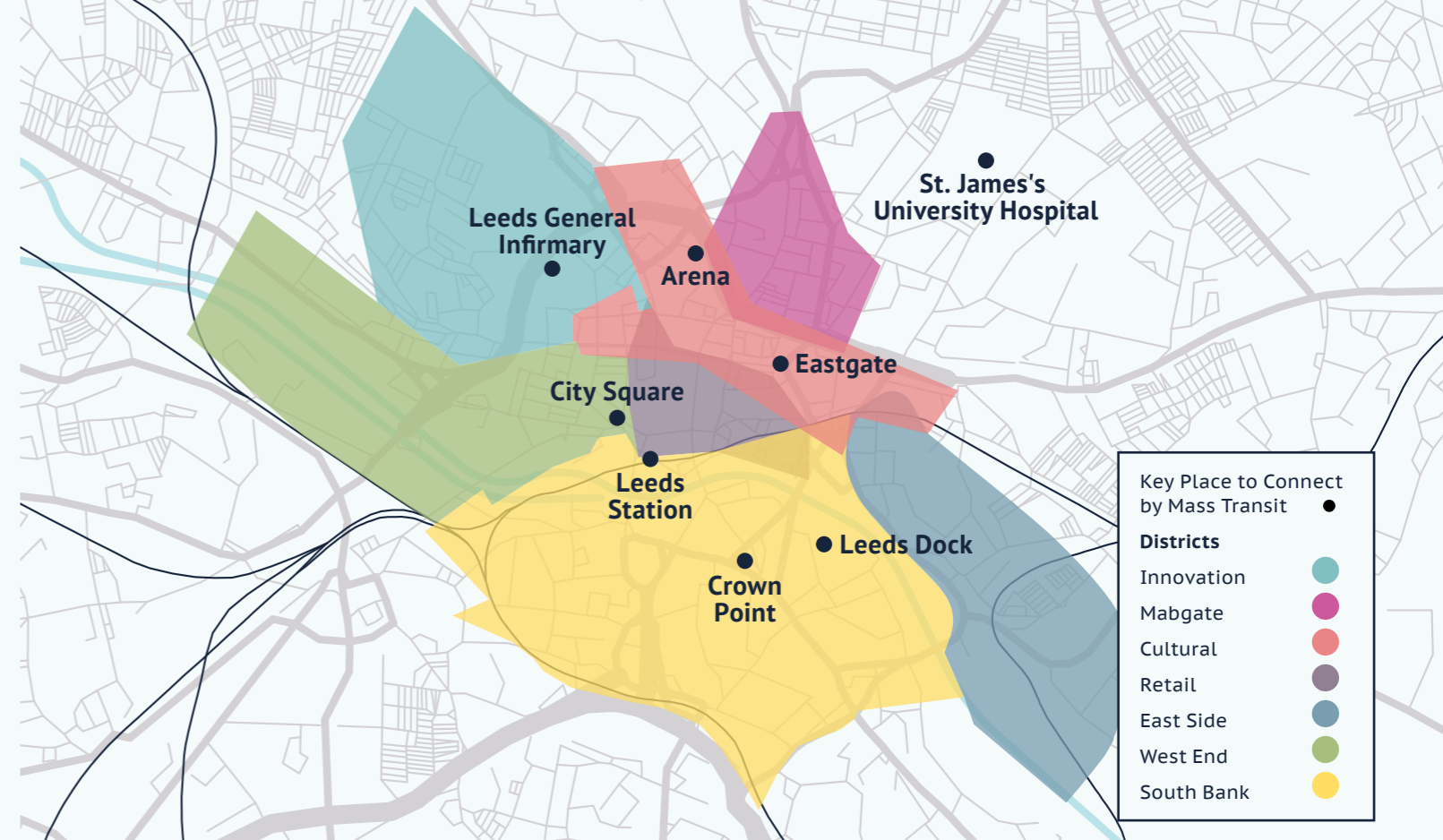
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Our urban centres are engines for inclusive growth. They have the greatest concentrations of employment and social opportunity and are the most sustainable locations for new jobs, homes and leisure. Utilising their unique attributes and ensuring we maximise their performance to the benefit of all residents, communities and businesses is central to the success of our town, city and regional economies, especially as their role evolves in response to wider economic and social change. At the heart of this is ensuring that our urban centres have the right connectivity.

Across West Yorkshire, the goal is to make town and city centres places of inclusive opportunity for all residents. Mass Transit will build on the recent public transport investments, connecting communities to these hubs of economic and social opportunity.

Bradford is developing a major cultural and entertainment quarter to the west of the city centre and is bidding for UK City of Culture 2025. Bradford has exciting plans for further city centre pedestrianisation, increase green space in the city centre and improve access to Bradford Interchange, as well as create a cross-city public transport corridor. Mass Transit will offer the opportunity to create new links between the city's two railway stations, as well as connect the city centre to neighbouring areas of housing and employment growth.

Leeds city centre is at the heart of the largest city in the region. It is home to nationally significant financial, legal, health and creative clusters, and is a regional focus for retail, leisure, culture and the arts attracting millions of visitors annually.



Leeds city centre Growth Zones

Source: Leeds Inclusive Growth Strategy

Leeds city centre has been transformed in recent years as a place for people, with high quality public realm and green infrastructure, commercial, residential and cultural developments, with a huge pipeline of further investment.

Leeds Station is one of the busiest stations in the north, and there are plans to double its capacity by 2043. Adjoining this it is planned that City Square will become a world class gateway and civic space, together becoming a focal point for movement in the city.

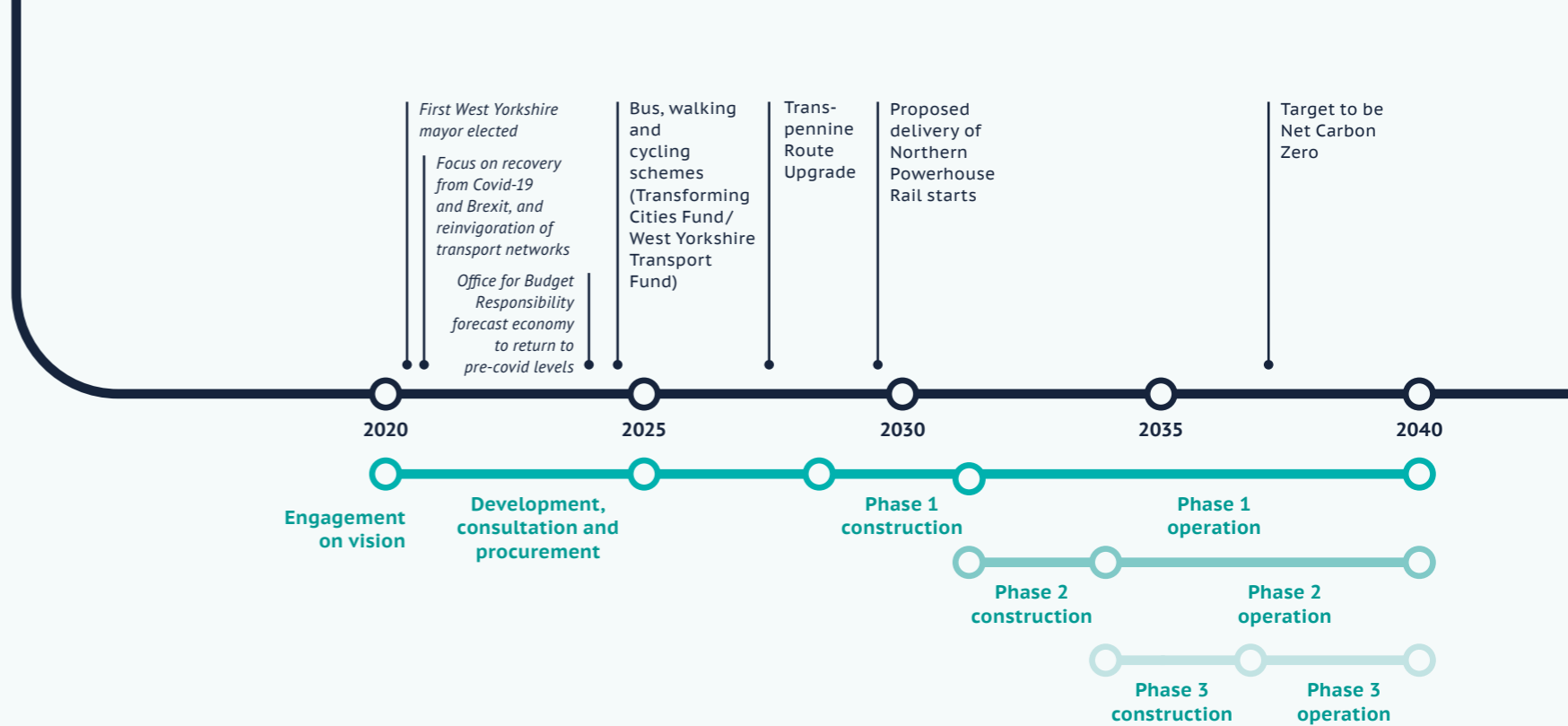
The regeneration of South Bank is well underway, with mixed use developments and key schemes including the country's largest new urban park and the regeneration of Temple Works to accommodate a new British Library North.

High quality office development has reshaped the West End as a new concentration of employment and economic activity, with more investment planned including two new state-of-the art wings at Leeds General Infirmary and an Innovation District centred on the hospital and the city's globally significant higher education teaching and research institutions.

Development of Quarry Hill and major new residential and mixed-use developments are redefining the eastern edge of the city centre. On the northern fringes opportunities are emerging to build connections with more established neighbourhoods in East Leeds.

Accelerating delivery of Mass Transit

Mass Transit will be expensive to construct, but also deliver substantial benefits making West Yorkshire greener, more inclusive and better connected.



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Funding

West Yorkshire Mass Transit forms a central component of the West Yorkshire Connectivity Infrastructure Plan. Published by Government in November 2021, the Integrated Rail Plan confirms the funding for West Yorkshire Mass Transit.

“We commit today to building a Mass Transit System for Leeds and West Yorkshire, and to supporting West Yorkshire Combined Authority over the long term to ensure that this time, it gets done. That work begins now, with £200m of immediate funding to plan the project and start building it, with the first services operational in the second half of this decade.”

Read the Integrated Rail Plan online by clicking here.

Phased delivery

The Vision sets the pipeline for the development of Mass Transit across West Yorkshire. As a pipeline, delivery of the whole network will take time and will be phased. As the most travelled area in West Yorkshire, Leeds city centre will be at the heart of the system and will be served by early phases. We will continue to work in partnership with Government to deliver our Mass Transit ambition.

Our priorities are for a first phase of the network which:

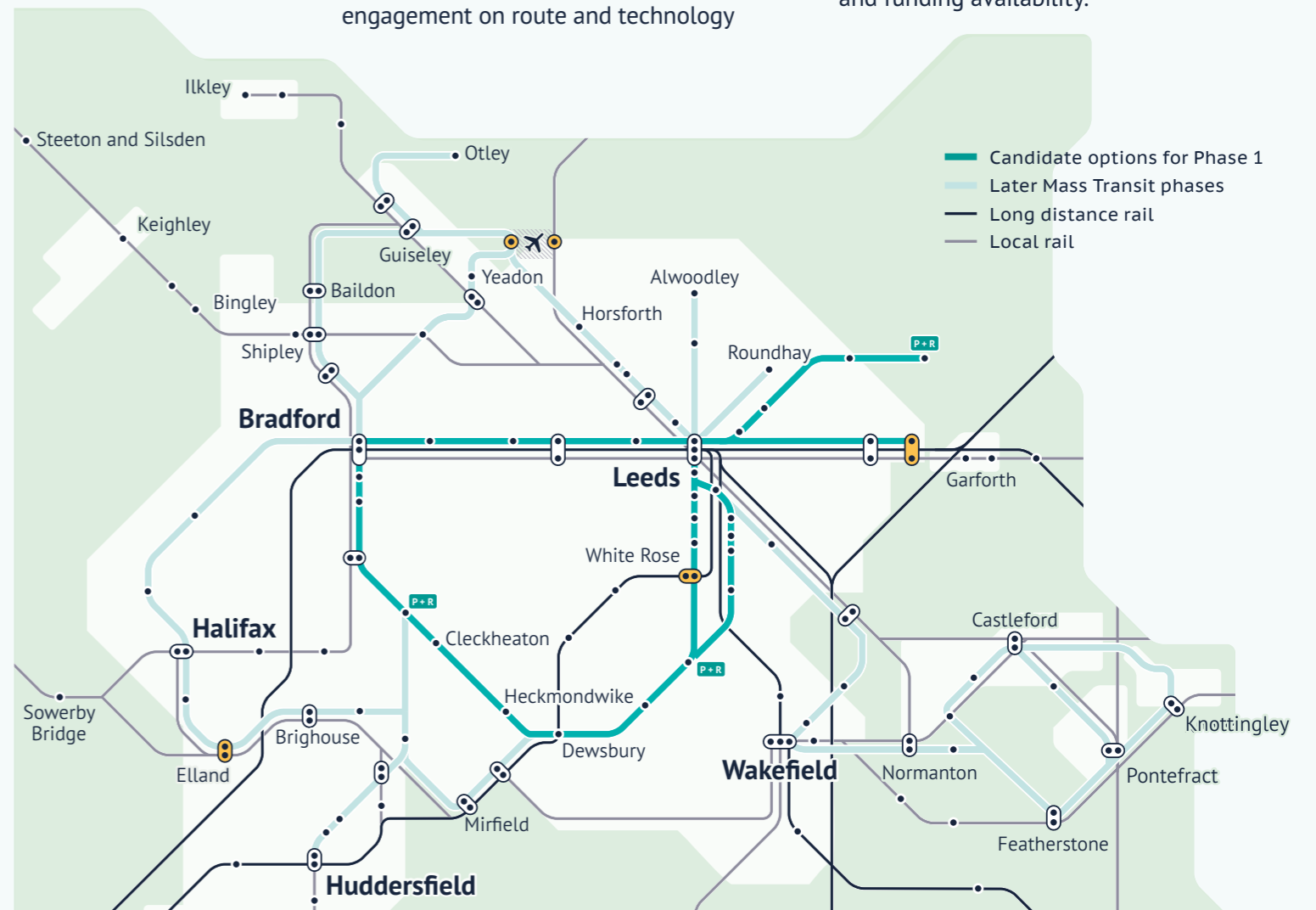
- Has a strategic rationale and is operable as a standalone system.
- Offers value for money and is financially sustainable and affordable.
- Allows for network expansion and fits with our overall vision for transport set out in the Connectivity Infrastructure Plan.
- Works closely with local communities and economic regeneration partners through public and stakeholder engagement to develop an integrated transport network with Mass Transit at its core.

“Our ambition is to have ‘spades in the ground’ for construction of phase 1 within the 2020s.”

We anticipate that the delivery of the first phase will be based around the corridors identified below, but so that no part of West Yorkshire is left behind development work will continue on all transit corridors.

Subject to Government funding decisions, we anticipate commencing public engagement on route and technology

choices during 2023. We want construction to start during the 2020s. The timing, shape and form of the Mass Transit system will be subject to engineering feasibility, environmental assessment, and public and community engagement, and stakeholder support of its business case, and funding availability.





What is Mass Transit?

Mass Transit is a large-scale public transport system in a metropolitan area. With its own brand and identity, typically Mass Transit would use one or more of modern high-capacity buses, trams and tram-train vehicles.

We have a bold and ambitious plan for a new form of transport for West Yorkshire. Alongside cycling and walking, and bus and rail, we see Mass Transit as essential to help our communities thrive and our economy flourish, bringing people and places closer together.

Report to:	Transport and Infrastructure Scrutiny Committee
Date:	26 January 2024
Subject:	Work Programme 2023/24
Director:	Alan Reiss, Chief Operating Officer
Author:	Katie Wright, Scrutiny Support Officer

1. Purpose of this report

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

2. Information

Work Programme 2023/24

- 2.1 The Work Programme is set at the beginning of the year and considered at each meeting where it can be amended and changed as the year progresses. It outlines the work the Committee has agreed to undertake, investigate, and focus on in the municipal year (June 2023 – June 2024) within the resources, remit, and powers available.
- 2.2 The Work Programme was decided over the summer following an initial work planning meeting between Members in July, and subsequent discussions between the Scrutiny Chairs, Scrutiny Members, scrutiny officers and the lead directors and officers for each committee. During discussions, amongst other things, they considered:
 - The Committee's remit and terms of reference
 - Combined Authority's main strategic priorities and the Mayors Pledges
 - The committee's work last year and what should be rolled over
 - Major ongoing and upcoming challenges for West Yorkshire residents
 - Members' areas of expertise and interests
 - The number of meetings: three, excluding Mayors Question Time, each being two hours long
- 2.3 The joint work programme (as of the date of publication), including the other two scrutiny committees, is attached as **Appendix 1**.

Referrals to scrutiny

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

Key decisions and call in

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

Changes in membership

- 2.10 Since the last meeting, no changes to memberships have occurred.

Actions for the Statutory Scrutiny Officer

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



3. Tackling the Climate Emergency Implications

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

4. Inclusive Growth Implications

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

5. Equality and Diversity Implications

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

6. Financial Implications

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

7. Legal Implications

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

8. Staffing Implications

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

9. External Consultees

9.1 No external consultations have been undertaken.

10. Recommendations

10.1 That the Committee notes or amends the Work Programme and forward plan.

11. Background Documents

[Scrutiny Standing Orders](#)

[Key Decisions Forward Plan \(as of this month\)](#)

12. Appendices

Appendix 1 – Joint Scrutiny Work Programme (as of the date of publication)

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Scrutiny Work Programmes 2023/24

Summary of main topics and meeting dates

Committee	Main topic areas	Meetings
Corporate	<ul style="list-style-type: none"> Corporate performance monitoring Budget, finances and resources (incl staff capacity) 'Deeper devolution' Decision making and governance Projects: ICS, Wellington House refurbishment, MCA Digital Programme, Procurement and social value 	<ul style="list-style-type: none"> 22 September 2023 24 November 2023 19 January 2024 (Mayors Questions) 8 March 2024 (PM)
Transport & Infrastructure	<ul style="list-style-type: none"> Bus franchising and service improvement (incl BSIP+) Mass Transit Strategy, policy and Local Transport Plan 4 pre-scrutiny Performance monitoring of transport network, bus services, passenger experience and transport projects Housing (achievement of mayoral pledge) Projects: Flexi Bus 	<ul style="list-style-type: none"> 29 September 2023 1 December 2023 (Mayors Question) 26 January 2024 15 March 2024
Economy	<ul style="list-style-type: none"> Economic outlook/data Economic strategy development: strategic challenges, current / future challenges Adult Education Budget and adult learning School engagement, apprenticeships and youth learning Approach to business support and investment, including culture / creative industries Economics services performance/outputs monitoring 	<ul style="list-style-type: none"> 15 September 2023 17 November 2023 12 January 2024 (Mayors Questions) 8 March 2024 (AM)

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Corporate Scrutiny Committee

Topic	Sub-topics/focuses	Date
Strategic focus and performance monitoring	<ul style="list-style-type: none"> How is performance monitored – how does the process work? (Who monitors it? What data is collected and how is it presented?) Logic and assumptions behind deciding the actual KPI/target/objective numbers; evidence based, need based, capacity based? Is it 'arbitrary'? Focus on long term progression 'journey of delivery' for greater context – past KPIs, current, future. What impact is the CA actually making? What 'levers' does it actually have? Is there proof of 'additionality'? Strategic alignments: Region-first thinking, avoiding local parochialism; Levelling up within WY vs Leeds centricity (inclusion in KPIs and performance monitoring of it?); Competition between districts and in district priorities (especially in bidding)? 	<p>22 September 2023</p> <p>8 March 2024 (possibly return of item)</p>
Budget and resources (including staff capacity)	<p><u>Budget and finances:</u></p> <ul style="list-style-type: none"> Usual budget monitoring and pre-scrutiny. Gainshare spending + Gateway Review 2023/2024. Reserves policy/level – Audit's view of risks and viability. Corporate borrowing – possibility, rules, amount. Revenue raising and additional sources of funding. Use of past data to contextualise current budget against past budgets and future projected budgets. <p><u>Staff capacity:</u></p> <ul style="list-style-type: none"> Does the organisation have the staff to deliver? Pressures between efficiency savings (e.g. vacancy management, lower pay awards in competitive market) and delivery capacity. Recruitment and retention challenges in local government – what are the areas of concern, what can be done, where can the five authorities work together (e.g. pooling resources). Progress and changes since the last staff survey analysis (and historic context). 	<p>24 November 2023 (+ Gateway Review as separate item)</p> <p>19 January 2024 (workshop after committee meeting)</p> <p>8 March (budget/business planning update + focus on staff issues)</p>
Deeper devolution	<ul style="list-style-type: none"> Current status of promised powers that have not yet been devolved e.g. planning. (Autumn update?) Future expected further devolution, including 'single settlement' funding model. 	19 January 2024
Decision making and governance.	<ul style="list-style-type: none"> Governance rules and structure etc. How are decisions made – from the origin point (inception) of an idea (or need) to policy/service development, to scrutiny/discussion, to decision, to monitoring delivery, to evaluation. 	<p>22 September 2023</p> <p>(Assurance Framework)</p>

	<ul style="list-style-type: none"> • Role of members and level of control and influence over process. • Role of officers and internal decision-making structures – when do officers decide, when do members decide. • How each stage is communicated to stakeholders (members, public) and how they are involved. • The Assurance Framework and role of PAT in project decisions/management/scrutiny/evaluation etc. • Scrutiny system. 	<p>element and project decision-making)</p> <p>TBC – other elements, possibly after/alongside deeper devolution item.</p>
Project: Integrated Corporate System (ICS)	Update on progress since last year.	8 March 2024
Project: Wellington House refurbishment	Post-project Evaluations report.	TBC – when evaluations report is complete. Chair to advise.
Project: MCA Digital Programme	Briefing on project and progress.	TBC – Chair to receive briefing and suggest way forward
Project: Procurement and social value	Update from last year: methodology, risks, real value.	TBC – Chair to receive briefing and suggest way forward
Scrutiny Protocol	Review of government's newly published Scrutiny Protocol, which WYCA must be compliant with to receive additional powers and funding through Level 4 Devolution. Review will assess WYCA's current compliance level and recommend changes to a) be compliant and b) improve scrutiny in general.	Working Group established 29 January 2024 February meeting TBC

Transport & Infrastructure Scrutiny Committee

Topic	Sub-topics/focuses	Date
Bus reform and improvement	<p>Overview of long-term bus reform plans (Franchising) and short-term efforts to improve bus services in the meantime (BSIP, etc)</p> <p>Long term reforms – Bus franchising:</p> <ul style="list-style-type: none"> Background and update on bus franchising and upcoming consultation (<i>to be approved at 28 Sept CA meeting, held the day before TSC</i>) <p>Short term improvements – BSIP update and performance:</p> <ul style="list-style-type: none"> Update/changes in BSIP since 2021/22 (<i>when the committee last looked at it</i>) Most updated quarterly report and KPIs – including update on RTI accuracy (<i>considered by committee last Sept</i>). Bus network performance and passenger experience data <p>Areas of interest:</p> <ul style="list-style-type: none"> Current bus service / operator performance issues Effects of service cuts and possible solutions Public engagement, customer service quality re complaints, consultations and service changes 	<p>22 September 2023 – Overview, background and update (ahead of bus franchising consultation)</p> <p>26 January 2024 – Further update on franchising consultation and BSIP</p> <p>TBC – look at consultation report and results before March 2024 final approval</p>
Mass Transit	<p>Overview of the background to the Mass Transit scheme, level of funding, short term and long-term timelines, main challenges and risk assessment, legal questions, type of transit systems being considered and how future proof it is, public consultation, and multi-modal connectivity.</p>	<p>26 January 2024</p> <p>Any further update based on timelines</p>
Overview and Monitoring – transport services and projects/schemes	<ul style="list-style-type: none"> KPI, projects, objectives – performance and achievement. Understand transport schemes, funding/bidding, strategic and ROI criteria, impact assessments on non-transport areas. 	<p>29 September 2023 – buses/passenger experience</p>
Strategy/policy and Local Transport Plan 4	<ul style="list-style-type: none"> Decarbonisation (and government assessment toolkit) Behaviour Change and Active Travel (including bikes, e-bikes/e-scooters, and motorbikes) Freight and waterways as a resource Current and future transport trends; the pandemic and beyond (bus/rail footfall, homeworking positives vs rise in deliveries) Infrastructure, energy and sustainability challenges and opportunities of future proof transport system (electricity demand vs sources, lithium dependency and mining, effect on other industries and sectors)] Pollution, health and clean air zones 	<p>15 March 2024</p> <p>(LTP4 consultation in Summer 2024, for adoption in 2025)</p>

Housing	<ul style="list-style-type: none">• Achievement of 'affordable' and 'sustainable' targets• Challenges and solutions (target vs need in region)• Available funding and what it is being spent on	1 December 2023, at MQT
Projects: Flexi Bus	Review July Transport Cttee report and reason for non-viability and early termination, and circumstances of decision	Workshop for working group, 26 January 2024 (PM)

Economy Scrutiny Committee

Topic	Sub-topics/focuses	Dates
Economic outlook and strategic challenges	<p><u>Current situation/data:</u></p> <ul style="list-style-type: none"> • Latest data and economic outlook since last year e.g. economic figures, inflation, cost of living effects • Any comparisons with neighbouring regions with overlapping economic footprints e.g. NY and GM. <p><u>Current/persistent challenges:</u></p> <ul style="list-style-type: none"> • Continuing post-pandemic challenges: effects on town centres / hospitality businesses and plans to deal with this (e.g. shopfront grants, cultural exhibitions, IT/study areas); changes in work habits and effects of people being able to work remotely on local economies and other areas. • Persistent economic challenges: NEETs, people 'missing' from data, part time work trends, over-50s/retirees returning to work, green sector/skills growth and preparation, manufacturing in need of support, inter-regional imbalances in economic growth/jobs within WY, and retention of talent within WY. <p><u>New/Future challenges:</u></p> <ul style="list-style-type: none"> • AI, automation, green/decarbonisation (+ any other disruptions?) which have accelerated recently and their potential consequences on the regional economy, businesses and jobs. • Are we prepared for these challenges? Can we get ahead of other MCAs/areas and position ourselves as leaders in these emerging markets? • Potential conflict between productivity/growth/tech advancement vs job creation/community/place/diversity considerations. <p><u>Economic Strategy update:</u></p> <ul style="list-style-type: none"> • How we are addressing the above challenges through the economic strategy + current thinking/progress + timeline for finalisation and adoption 	<p>15 September 2023 – intro and main discussion</p> <p>8 March 2024 – update on economic strategy</p>
Adult Education Budget, Schools and Training Providers	<ul style="list-style-type: none"> • Update on last year's AEB performance and this year's spending and outputs. • School engagement and young people opportunities and apprenticeships • Apprenticeships and non-university career routes 	17 November 2023
Business investment and outcomes (including culture + creative industries) and	<p><u>Business investment:</u></p> <ul style="list-style-type: none"> • How we are investing in businesses and generating outcomes <p><u>Culture and creative industries:</u></p>	8 March 2024

performance monitoring/outputs/funding	<ul style="list-style-type: none">• A mayoral objective, an increasing percentage of the region's economy and upcoming/recent city of culture events (in Bradford and Leeds) <p><u>Performance monitoring and KPIs</u></p> <ul style="list-style-type: none">• Monitoring achievement of economy targets/KPIs from the corporate plan.• "Follow the money": where is funding coming from, how is it spent, what are the revenue opportunities.• Inter-regional levelling up, avoidance of Leeds-centricity, ensuring certain areas/towns are not forgotten, place-based element of targets/KPIs e.g. number of jobs/houses/businesses supported in different districts	
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